The Department of Justice has not at any time recommended the establishment of a provincial police force to replace the R.C.M.P.

On the contrary former Ministers of Justice have categorically stated that it was not the intention of the Department, nor has it ever been the Department's intention to establish a provincial police force.

In March, 1980, a former Minister of Justice, Rodman E. Logan, in addressing the Legislative Assembly on the philosophy, background, and future of the New Brunswick Highway Patrol spoke directly to this issue. An extract of his address contained in Volume 1, Journals of Debate, 1980, is included as Appendix "A".

The former Minister of Justice, the Honourable Fernand G. Dubé, Q.C. also reiterated the Department's position with respect to the establishment of a provincial police force.

More recently on April 15th, 1986 the present Minister, the Honourable David R. Clark, Q.C. in reply to the Speech From the Throne, reaffirmed the Department's position with respect to the establishment of a provincial police force. In his address to the Legislative Assembly the Minister stated:

> "The Highway Patrol was not established without difficulty. There has been a suspicion since its inception that the government intends to expand the role for the Highway Patrol. Mr. Speaker, I would like to reiterate what has previously been stated by two former Ministers of Justice, that is: that at no time has the government in the past nor is it the long-range plan for the Highway Patrol to replace the R.C.M.P. The New Brunswick Highway Patrol is here to improve provincial policing and to complement the role of the R.C.M.P."

An extensive search of departmental files and files transferred to the Records Centre reveal the following documents. All of these documents were prepared within the context of ongoing contract negotiations between the federal government and the province in relation to R.C.M.P. provincial policing services.

Documents 1-7 were obtained from the Records Centre. Documents 8-12 were obtained from Department of Justice files.

DOCUMENT #1

July 29, 1975 - Proposal to Department of Justice Concerning Assessment and Costing of a Proposed New Contract for R.C.M.P. Services in New Brunswick.

This document outlines terms of reference for a study in connection with the assessment and costing of a proposed new contract for R.C.M.P. services in New Brunswick.

The proposal was prepared on the basis of a discussion between R. L. Scammell, Executive Director, Department of Justice and John Terrel, a consultant with Eastern Canada Consulting Services Ltd. The Department of Justice wanted to obtain information that would be helpful to the Province in R.C.M.P. contract negotiations.

The following points were made by the Consultant as issues and strategies to be studied for the purpose of negotiation and cost comparison.

> Page 3 "...you have indicated that a possible (though highly improbable) alternative to a new contract is the development of a provincial police force in New Brunswick,. You therefore also suggested that we carry out a broad general assessment of the cost of operating a provincial police force. We would wish to stress that we interpret your requirement in this regard to be a minor part of the overall project..."
>
> Page 5. "Certainly, if the federal authorities are not prepared or are unable to make available the minimum level of service desired by New Brunswick, then the development of a provincial police force becomes a more real option. In addition, more active consideration of this option might result in the federal authorities taking a more flexible attitude towards some of the demands of the Province with respect to the new contract."

The previous R.C.M.P. contract expired on March 31st, 1976. Negotiations for the proposed new R.C.M.P. contract for Provincial Police Services encompassed a five or ten year term. Negotiations occupied the better part of two years and concluded with a five year contract effective from April 1st, 1976 to March 31st, 1981. Provincial costs of R.C.M.P. services rose from 50% to 56% during the term of the contract.

The federal government opened contract negotiations by proposing the provinces absorb 60% of the costs for R.C.M.P. services and that contracts be for a five year rather than a ten year time frame. The contract was signed on April 7, 1977.

The provinces succeeded in obtaining costs at 52% with a 1% increase over the succeeding four years. The 1976 contract saw a move to cost sharing the direct cost of "J" Division rather than costs based on national averages. A number of new costs were included in the cost base including a portion of pension contributions for "J" Division.

Shared ownership of equipment; the right of the Attorney General to request the Commissioner of the R.C.M.P. to provide a statement of deployment of personnel and changes in the establishment; no additions to the provincial establishment without written consent of the Attorney General; the right of the Attorney General to examine any records of account and expenditures relating to Provincial Policing Services; and the requirement that the Commissioner submit to the Attorney General by August 1 of each year a total annual budget for Provincial Police services for the ensuing fiscal year were conditions successfully negotiated in the 1976 contract.

DOCUMENT #2

October 15, 1975 - Letter From Robert L. Scammell to John Terrel.

This letter approves the project based on the July 29, 1975 proposal outlining terms of reference.

Reference is made to the possibility of other Atlantic Provinces also participating in the study.

DOCUMENT #3

November 3, 1975 - Letters to Atlantic Deputy Ministers of Justice from Gordon Gregory.

These letters were sent to Nova Scotia, Newfoundland, and Prince Edward Island advising them of the terms of the study and seeking an expression of interest in joint participation.

Responses from the other provinces indicated no interest in joint participation or cost-sharing.

DOCUMENT #4

December 18, 1975 - Letter to Warren Allmand, Federal Solicitor General, From Paul Creaghan, Q.C., Minister of Justice Concerning Proposed R.C.M.P. Contracts.

This letter advised that the Province of New Brunswick was studying contract proposals and had hired a consultant to review all contracts from a costing point of view.

DOCUMENT #5

December 17, 1975 - Preliminary Report From Eastern Canada Consulting Services Ltd.

DOCUMENT #6

March 23, 1976 - Report From Eastern Canada Consulting Services, Ltd. - Final Report on Cost and Other Implications of Proposed New Contract for R.C.M.P. Services in New Brunswick.

DOCUMENT #7

March 30, 1976 - Report From Eastern Canada Consulting Services Ltd. - Broad Assessment of Cost Implications for a Provincial Police Force For New Brunswick.

The consulting report concludes:

"...the effect of a provincial force being projected as much more costly to the Provincial than continuation of of the existing agreement with the R.C.M.P."

DOCUMENT #8

January 25, 1979 - Policing - New Brunswick. Prepared by Barry Athey, Director of Policing Services, N. B. Department of Justice.

This document is an overview of the policing situation at that time in the Province of New Brunswick. It outlines the policing situation, costs, historical costs perspective in relation to the R.C.M.P., advantages and disadvantages of the R.C.M.P., and alludes to the upcoming R.C.M.P. contract negotiations and warns of large impending increases that will necessitate careful consideration and preparation of provincial positions.

These negotiations were for a new R.C.M.P. contract to commence on April 1st, 1981. As in the 1976 contract, negotiating the term of the contract (five years as opposed to ten years) was an issue as well as the federal provincial share of the cost of the contract. The contract was negotiated, including preparation within the Department of Justice, from 1979 to 1982.

The federal government's opening offer during these contract negotiations was that the province be responsible for 75% plus other additional costs for R.C.M.P. services.

The final contract was negotiated for a ten year period with the provinces paying 56% of the costs in 1981-82 and being responsible for 70% of the costs by 1990-91. This ten year contract was signed in May, 1982.

During the negotiation period of the present contract it was not necessary for the province to retain the services of an external consultant as was the case in 1976. During these negotiations all eight provinces jointly retained the services of Dr. John Hogarth of British Columbia to assist in the development of provincial positions for negotiation purposes.

DOCUMENT #9

February 6, 1979 - Memorandum From Barry Athey to Gordon F. Gregory, Q.C. Re: Areas of Concern in Negotiation of R.C.M.P. Contract.

This memo outlines issues with respect to the renegotiation process for consideration and preparation of a provincial position.

Paragraph 9 states:

"Alternative to R.C.M.P. Service: One of the concerns during the negotiation of this agreement should be the viability of alternatives to the R.C.M.P. service in order to place the Province in a position to more effectively bargain with the Federal Government. Some of the alternatives that are being considered by the group who is working on the renegotiation of the contract are Provincial Police Forces, withdrawl of the R.C.M.P. Highway Patrol, and substitution of a Provincial Highway Patrol and extension of present Municipal Policing to include Regional Policing Districts."

All alternatives were being considered as potential bargaining strategies with the federal government.

DOCUMENT #10

February 14, 1979 - R.C.M.P. Contract Policing.

This was a submission to the Cabinet Committee on Social Development prepared by the Department of Justice as a briefing document during the 1979 budget process. This document outlines the framework of R.C.M.P. policing in the province during 1979.

DOCUMENT #11

July 3, 1979 - Memo to Gordon Gregory, Q.C. From R. L. Scammell Re: R.C.M.P. Contract Position. Position.

This memo makes reference to alternatives to R.C.M.P. services.

DOCUMENT #12

December 18, 1980 - Information Paper on Policing in New Brunswick Prepared by Barry Athey, Director Policing Services.

This paper is a comprehensive statement with respect to policing, services, contracts, funding, and policing issues. This document outlines all of the potential policing possibilities for the province with a view to formulating an effective negotiating position for the R.C.M.P. contract negotiation position.

DOCUMENT #1

PROPOSAL

TO

DEPARTMENT OF JUSTICE

CONCERNING

ASSESSMENT AND COSTING

OF A PROPOSED NEW CONTRACT

FOR R.C.M.P. SERVICES IN NEW BRUNSWICK

July 29, 1975.

EASTERN CANADA CONSULTING SERVICES LTD.

EASTERN CANADA CONSULTING SERVICES LTD.
Actuarial and Management Consultants

J. Tarrel, President
W. Vass, Vice-President
M. Tarrel, Secretary-Treasurer

259 Brunswick Street
Fredericton, N.B.
Tel. (506) 454-3079

July 29, 1975

Mr. Robert L. Scammell
Executive Director
Program Administration
Department of Justice
Centennial Building
FREDERICTON, New Brunswick

Dear Mr. Scammell:

With reference to our recent review of the draft proposal which we submitted to you, I am now setting out below my understanding of the services which you require in connection with the assessment and costing of a proposed new contract for R.C.M.P. services in New Brunswick. Also provided is an assessment of the time required to carry out this project and the likely range of cost.

BACKGROUND

The present agreement between New Brunswick and the federal authorities with respect to the provision of R.C.M.P. services in New Brunswick expires on March 31, 1976. A new contract should therefore take effect on April 1, 1976 and an agreement on the details of this new contract should be concluded as soon as possible.

However, you also indicated that you are concerned regarding the delay which has occurred in your receipt of the new federal proposal and the resulting short time which is available for detailed analysis of this proposal. In view of this, you have considered raising with the federal authorities the possibility of extending your existing arrangements for another year (i.e. to March 31, 1977) although no formal request in this regard has yet been made.

In addition to the contract relating to provincial policing activities, there are also individual contracts (but with uniform terms and conditions) relating to the policing of certain municipalities. At present there are eight such contracts. However, there are another fifteen municipalities still covered under the overall provincial contract who will be required to either obtain direct contracts effective April 1, 1976 or else form their own municipal police forces.

The federal proposal for new contract terms involves two important changes in principle, namely:

(i) The basis of cost for the purposes of the new contract is to be "direct cost" instead of the "national average per capita" basis used in the present contract.

(ii) Certain services which are considered by the federal authorities to be "non-police functions" are excluded under the proposed new contract although they are included in the present contract.

The federal proposal also requests that, under the new provincial contract, the Province's share of the total cost be 60% rather than 50% as in the existing contract. In addition, under the direct municipal contracts the provincial (or municipal) share will increase from 50% to 60% for the first five men covered by any municipal contract, and from 75% to 85% for the sixth and subsequent men covered by any such contract.

The impact of the change from national average per capita cost to direct cost will depend on factors such as the mix of personnel by classification, the volume and nature of equipment, etc. in New Brunswick compared to other participating provinces as a group, and it is therefore difficult to predict the nature of the impact prior to carrying out detailed analyses. However, the change could well be beneficial to New Brunswick.

A reduction in the range of services covered by the new contract as opposed to the existing contract will effect other Department of Justice programs since the functions in question will have to be undertaken by personnel other than police. Thus, to provide a level of service under the new contract equivalent to that under the existing contract, it will be necessary to increase the cost of other departmental programs.

In addition, presumably the rationale and supporting data underlying the revised percentage of total cost (i.e. 60%) to be payable by New Brunswick should be assessed carefully. This is particularly important since the non-police functions excluded under the proposed new contract are presumably provincial rather than federal activities and this exclusion would therefore tend to reduce rather than increase the provincial share of total costs, at least in the absence of other changes.

Your Department has also made a counter-proposal to the federal authorities. We understand that this counter-proposal is largely based on the details of the existing agreement except for the proposed change to the direct cost basis. You therefore requiested that the Department's counter-proposal should also be costed.

Finally, you have indicated that a possible (though highly improbable) alternative to a new contract is the development of a provincial police force in New Brunswick. You therefore also suggested that we carry out a broad general assessment of the costs of operating a provincial police force. We would wish to stress that we interpret your requirement in this regard to be a minor part of the overall project and we assume that it will not necessitate any degree of detail in costing.

TERMS OF REFERENCE

While the main thrust of our activities will be directed towards a costing of the federal proposal and various alternatives to that proposal, you have also indicated that it would be useful for us to assess general or qualitative aspects of the proposals as well as the specific quantitative aspects where we identify these as being significant.

It is also our understanding that the cost analyses which we carry out will be mainly for the base year of the new contract, namely the year commencing April 1, 1976. However, if changes (other than escalation due to inflation) can be anticipated the analyses will be extended over a further two years (but with costs expressed in "current" dollars).

We propose to carry out costings for both the provincial contract and municipal contracts on the following bases, namely:

(i) For the federal proposal as presented to you.

(ii) For the provincial counter-proposal as presented by you.

(iii) For both (i) and (ii) with the range of covered services equated to that of the existing contract.

(iv) Comparisons of costs, by major cost elements, between:

- the present contract
- (i) above
- (ii) above
- (iii) above

(v) In broad general terms, for a provincial police force.

(vi) Quantification of the impact of the "direct" versus the "national average per capita" cost basis.

The major cost elements which will be identified in the above costings will include:

- police mapower
- support staff
- equipment

In addition, Mr. Kilburn has pointed out to us that a very important aspect of the new arrangement is that the introduction of overtime has created an almost complete loss of preventive policing principles. While this does not relate to a provision of either the existing or the proposed contracts per se, it does have an indirect effect both on costs and on the nature and quality of services provided. The impact of this factor will therefore be assessed specifically.

With respect to qualitative factors you have suggested that it may be advisable to incorporate within the proposed new agreement provision for minimum standards of service which would have to be met. Since the contract is, in effect, one for the purchase of services rather than a federal/provincial cost-sharing arrangement in the normal sense, it seems only logical that the minimum standard of service required to meet provincial objectives be specified.

Certainly, if the federal authorities are not prepared or are unable to make available the minimum level of service desired by New Brunswick, then the development of a provincial police force becomes a more real option. In addition, more active consideration of this option might result in the federal authorities taking a more flexible attitude towards some of the demands of the Province with respect to the new contract.

You have also suggested that the standard of service provided under the present contract in the pre-overtime period could possible be designated as the minimum standard. This is certainly one approach although, obviously, your Department could also explicitly define a minimum standard or standards rather than accepting that implicit in the existing contract.

In the view of these suggestions, we would intend, where possible, to present our cost estimates in such a way that you will be able to identify the incremental costs associated with various levels of service (or defined minimum standards) under the provisions of the new contract.

With respect to costings for a range of covered services equated to that of the existing contract (i.e. item (iii) above), we will also identify the nature of the provision which would have to be made (presumably under other Department of Justice programs) to replace the reduction in the range of services relative to that under the present contract.

In addition, under the direct municipal contracts, if direct contracts were not acceptable with respect to the fifteen municipalities now covered under the provincial contract, additional training costs for municipal police would also be incurred in respect of the program at Holland College. Again, this factor would be identified with respect to direct municipal contracts.

With respect to equipment, an element not directly related to cost which must be considered is that of ownership. Under the existing national average per capita cost basis ownership of equipment is vested entirely in the R.C.M.P.. However, with the introduction of a direct cost basis in the new contract the question of ownership must be considered.

As you indicated to us, it seems illogical that the ownership of such equipment be vested entirely in the R.C.M.P. when the major part of the cost of the equipment would be paid by the province. Some provision should therefore be made in the new contract to ensure that the Province has an equity interest in all equipment purchased.

As you will appreciate, a considerable amount of detailed data will be required for the purposes of the cost analyses which we propose to carry out. We will identify the nature of the required data and we assume that this data will be obtained by Department of Justice staff, or alternatively that you will provide specific instructions to us as to the source of the required data. We will also require a copy of the existing contract, a copy of the proposed new contract as presented by the federal authorities, and complete details of your counter-proposal.

We would expect to have fairly continuous consultation throughout the course of this project with yourself, Mr. Kilburn and other resource people whom you identify.

It would be our intention to make a preliminary presentation of our analyses to you at the earliest possible date for input into your ongoing negotiations with the federal authorities. This preliminary presentation would also include recommendations as to the options appearing most attractive from the viewpoints of cost and of your Departmental objectives.

In the process of this preliminary presentation we would expect you to identify any further alternatives which might require to be considered or costed. We would then proceed to assess these further alternatives as directed by you.

Subsequently we would make a final presentation to you which would include a detailed written report whicb would provide all of the financial data you would require for assessing the cost of a new agreement with the federal authorities.

TIME AND COSTS

We estimate that completion of this project will require an elapsed time of three to four months. Therefore, assuming a starting date of

August 1 we would expect the project to be completed during the month of November.

However, you will realize that because of the complex nature of the project, possible inaccessibility or unavailability of required data elements, the difficulty of predicting in advance the range of alternatives which may have to be examined, and so on, the estimated elapsed time is necessarily subject to some margin of error.

With respect to the likely cost of the project, we estimate that our total charges will fall in a range of $ 14,000 to $ 16,000 including both professional fees and any necessary out-of-pocket expenses which might be incurred in the conduct of the study. Again, however, due to the nature of the project it is very difficult to predict with accuracy the time involvement and therefore the cost, and we would ask you to bear this in mind. However, on the basis of our assessment at this stage we feel that this range of cost is realistic.

In any event, if at any stage it became apparent that our estimates might differ significantly (in either direction) from that indicated we would immediately notify you and review the details with you.

Our billings for services rendered will be submitted to you monthly in arrears based on work completed to date. Each billing will include a detailed description of services rendered and will identify any out-of-pocket expense charges.

I trust that our understanding of your requirements as outlined above is accurate and that the terms and conditions we propose are acceptable.

We are prepared to commence work on this project as soon as we receive confirmation of your acceptance of our proposal.

I look forward to hearing from you in the near future and I trust that we will have the opportunity of working with you and your staff in assessing the financial and other implications of this important new agreement with the federal authorities.

Very truly yours,

J. Tarrel

J. Tarrel

mms

DOCUMENT #2

216 Centennial Bldg.
Fredericton, N. B.
E3B 5H1

October 15, 1975

Mr. John Tarrel, President
Eastern Canada Consulting Services Ltd.
259 Brunswick Street
Fredericton, N. B.

Dear Mr. Tarrel:

This will confirm my telephone conversation advising that the study project on Costing of a new R. C. M. P. Contract within the frame of reference of your July 29, 1975 proposal has been approved by Treasury Board.

It is my understanding that you will begin this study immediately and that our Department contact will be Carman Kilburn, Director of Policing Services. I would appreciate being kept informed of progress and, in particular, any roadblock or other problems you may be faced with.

As discussed, we have requested that you give us an estimate of what would be involved to extend this information to provide other Atlantic Provinces with some implication of the contract proposals as they apply to their provinces. It is my understanding that you feel that it would be very difficult for you to estimate the cost to do this, but you anticipate as you get into the study for us this would become more obvious. We are anxious to give consideration to the implications and possibilities of providing this information to the other Atlantic Provinces, accordingly I would ask that you comment back to me on this at the earliest possible date.

.......2

We are all aware of the unfortunate delays in getting this project started. However, this only adds to the urgency to complete the task. Your immediate efforts to proceed are appreciated. Any ways you may take to shorten the time span of this study will be helpful.

Yours very truly,

Robert L. Scammell
Executive Director
Program Administration

RLS:ssr

cc. Gordon Gregory
Carman Kilburn
Carolyn Lovely

DEPARTMENT OF JUSTICE
OFFICE OF THE DEPUTY MINISTER

NEW BRUNSWICK
NOUVEAU-BRUNSWICK

DOCUMENT #3

Same letter to
Vincent McCarthy
+
Gordon Coles

Fredericton, N. B.
November 3, 1975

Mr. Wendall MacKay, Q. C.
Deputy Minister of Justice
Charlottetown, P. E. I.

Dear Wendall:

I delivered to you during the Attorneys General meeting in Halifax a copy of the terms of reference for the study that New Brunswick is undertaking of the cost of the proposed R.C.M.P. contract and the counter-proposal that the Atlantic Provinces have generally endorsed.

This study is now underway in New Brunswick and will take approximately three to four months to complete, i.e. February 1st. I understand our discussions in the past to have involved the underlying assumption that co-operation and a joint approach would be most fruitful in the carrying out of negotiations so that the Solicitor General would not be in a position of dividing and thereby conquering each Attorney General individually.

My purpose in handing to you a copy of the terms of reference of our costing study is to suggest that you may be interested in a joint Atlantic Provinces endeavour to broaden the terms of the study to include the costing implications for all four provinces. This information would be valuable in my opinion and there is the added advantage of a division of the cost of the study.

The study is being conducted by John Tarrel of Eastern Canada Consulting Services Ltd. Mr. Tarrel is an actuary who frequently carries on consulting work I believe exclusively for the Government of New Brunswick. He is highly regarded within our service and I share these views.

Please let me know if you are interested in pursuing this further.

Yours very truly,

GORDON F. GREGORY
Deputy Minister of Justice

GFG/rm

DEPARTMENT OF JUSTICE
OFFICE OF THE MINISTER

NEW BRU
NOUVEAU-B

DOCUMENT #4

December 18, 1975

The Honourable Warren Allmand, Esq.
Solicitor General of Canada
Ottawa, Ontario
K1A 0P8

Dear Warren:

Re: Proposed R.C.M.P. Contracts

This has reference to your proposed contract which I received in October 1974, my counter proposal which was forwarded to you in May 1975 prior to your meeting with the Provincial Attorneys General in Victoria, B.C., and your new proposal which I received on November 11, 1975.

I and officials of my Department have carefully studied your 1975 proposal. As well, we have engaged a consultant to review all the contract proposals from a costing point of view. As you are aware, this subject has been under study for some years by federal officials and relatively recently by provincial officials since receiving your 1974 proposals.

We are not in a position to properly respond to your proposals. I and other Atlantic Attorneys General will be meeting in St. John's, Newfoundland on January 7, 1976 to assess your 1975 proposal. I would hope to respond more definitively to you after that meeting as to what our views are.

Yours very truly,

Paul S. Creaghan

PAUL S. CREAGHAN,
Minister

EASTERN
CANADA
CONSULTING
SERVICES LTD.

DOCUMENT #5

December 17, 1975

Mr. Robert L. Scammell
Executive Director
Program Administration
Department of Justice
Centennial Building
FREDERICTON, New Brunswick

Dear Mr. Scammell:

As I indicated to you in a telephone conversation of today it simply is not possible for us to complete the study relating to the costing of the proposed new R.C.M.P. contract for police services in New Brunswick within the time deadline which you suggested. This letter is intended to summarize a number of salient points which have emerged from our study to date.

1. We have examined the detailed financial reports for 1974/75 for "J" Division and we can confirm that the basic expenditure totals for "J" Division in the tables on pages 2 and 8 of the federal submission dated November 1975 have been appropriately determined. A summary of the total expenditures by object classification is attached hereto as Appendix I.

2. The comparison between the existing and proposed formulae in the latest federal submission is based on expenditures relating to contract strength as defined in the existing agreement, and establishment at March 31, 1975, respectively. Contract strength excludes both officers and any staff who form part of the differential. Changes in actual contract strength from time to time can distort the relationship between the two formulae.

The federal computation for the existing formula is based on 323.7 members which represents the actual average contract strength during the period April 1, 1975 to September 30, 1975. The basic "J" Division expenditure on operation, maintenance and equipment for the calculations regarding the new formula relates to the total establishment of 330 men as March 31, 1975.

3. Expenditures relating to overtime and "disutility payments" included in 1974/75 basic expenditures for "J" Division amount to approximately $ 275,000. "J" Division estimates that the corresponding expenditure for the 1975/76 fiscal year (which will form the basis for charges to the Province in the first year of the new agreement) will amount to approximately $ 750,000 (although we have not yet received written confirmation of this). This particular expenditure increase would have resulted in an increased cost to the province under the existing formula as well as the proposed new formula and hence it does not affect the comparison of the two formulae. However, it will have a rather significant effect on budgetary requirements for the 1976/77 fiscal year.

4. The direct basis of costing involved in the proposed new contract provides a much more precise allocation of costs according to major expenditure categories. This appears to have resulted in significant decreases in the amounts charged to the province in respect of departmental administration and recruit training and significant increases in the amounts charged in respect of divisional administration and pension costs. However, the largest increase relates to basic provincial policing expenditures, with accomodation also showing a significant increase. A summary of the cost changes by category of expenditure is

shown in Table 4 in Appendix II. (Table 4 has been extracted from a portion of our report drafted to date. The first column based on 323.7 men relates to the basis of calculation in the most recent federal submission while the second column is based on the total establishment figure of 330 men).

5. It is clear that the existing cost basis for municipalities resulted in charges to them significantly in excess of the actual costs of municipal policing based on 1974/75 expenditure data which we obtained from the other provinces. This is also evidenced by the fact that the proposed new costing basis results in a potential decrease in cost to municipalities. However, this decrease in cost is not actually passed on to municipalities through the stipulation in the most recent draft contract that no municipality will pay less than in the final year of the existing agreement.

   However, the effect of this latter stipulation is not as significant as might first appear due to the fact that charges under the proposed agreement would rapidly exceed those under the existing agreement due to increases in the shareable percentage and the inflationary escalation in overall costs.

6. The overestimation of municipal costs under the existing formula also has had an effect on the existing provincial policing formula. This results from the fact that the offset from total R.C.M.P. expenditures in the present provincial policing formula relating to municipal expenditures is based not on actual municipal expenditures but on municipal expenditures implied by the present municipal policing formula. The excess charges to municipalities are therefore converted to a credit to the provinces under the provincial policing formula.

This is undoubtedly a significant factor contributing to an increase in the provincial share of basic policing costs. We had expected that the change to a direct cost basis would reduce the New Brunswick share of basic policing costs. This could well have been the case if the existing formula had accounted more precisely for these basic provincial policing costs. However, in actual fact, the provincial share of basic policing costs has increased under the direct cost basis.

7. With respect to non-police functions, a survey of approximately half of the total detachments in the province carried out by "J" Division administration leads to the following estimates of man hours spent on certain functions:

	Estimated Man Hours Used	
Function	Provincial Policing	Municipal Policing
Escorting mental patients	1,000	150
Preparation of court documents (other than informations and court briefs)	2,800	450
Transporting of prisoners following their first appearance in court	3,800	600
Acting as court orderlies in county and appeal courts, etc.	8,000	1,250
Preparation of informations and court briefs	15,900	2,450
Miscellaneous additional functions such as blood relays, parades, policing of arenas and sporting events, etc.)	5,000	800
All functions	36,500	5,700

The first four functions indicated in the previous table appear to be those which would be excluded under the heading of "non-police functions" under the proposed new agreement.

We have not had an opportunity to assess the alternative provision which might have to be made for such services. However, it appears that the amount of time involved (approximately 8 man years for provincial policing and 1 man year for municipal policing) is not as significant as had previously been implied by the R.C.M.P.. However, since this data is drawn from a non-random sample of detachments, it will have to be re-evaluated based on the total survey results.

8. The survey mentioned above also attempted to obtain data on man years allocated to policing of municipalities covered under the umbrella contract. However, examination of the results lead us to question their validity. It would appear from a cursory examination of the survey results that the proportion of the total man years used in provincial policing allocated to umbrella coverage greatly exceeds the proportion which the population receiving umbrella coverage bears to the total population covered by provincial policing. We are therefore seeking further clarification of this point.

9. An examination of data received from other provinces indicates that the per capita cost of divisional administration on the direct cost basis for "J" Division is significantly in excess of the per capita cost of divisional administration for all contract provinces as a whole. The per capita cost in New Brunswick is $ 2,604.12. The average per capita cost for all contract provinces is $ 1,606.72 with a range from $ 1,197.60 to $ 3,116.68. No doubt this is partly a function of the size of the division relative to divisions in certain other provinces. However, it is an aspect which might usefully be explored at some future date when the new costing basis is in operation.

10. We note that in sub-section 5 of Section 12 of the proposed new provincial policing contract there is provision for the Commissioner to supply to the Attorney-General a statement of expenditures and revenues for provincial police services in a manner and form to be mutually agreed upon.

    As we previously discussed it is essential that appropriate detailed financial data be provided to your Department respecting the operation of the proposed new agreement. Presumably the above-noted provision of the agreement is sufficiently broad in scope to enable the Department to obtain the data they will require.

    We have a number of suggestions to make in this regard and these will be included in our report.

11. The per capita cost of provincial policing based on projected 1975/76 fiscal year expenditures is $ 35,568 compared to $ 28,992 for 1974/75, an increase of 22.7%.

    Similarly the projected per capita cost (under the existing formula) for municipal policing for 1975/76 is $ 27,166 compared to $ 22,685 for 1974/75, an increase of 19.8%.

    "J" Division has only today received details of projected costs for 1975/76 under the proposed new formulae and hence we could not include them here.

12. Also attached hereto as Appendix III is a copy of excerpts from a preliminary draft of our report which may provide further clarification of some of the points discussed above.

I trust that this information will be of some value in forthcoming inter-provincial discussions.

Very truly yours,

J. Tarrel.

mms
Encl.

APPENDIX I

TABLE 1

PROVINCIAL POLICING EXPENDITURES IN NEW BRUNSWICK, BY OBJECT CLASSIFICATION, FOR FISCAL YEARS 1973/74 AND 1974/75

Object Classification	Total Expenditure Fiscal 1973/74	Total Expenditure Fiscal 1974/75	% Increa For 1974 Over 1973
Salaries and allowances (including overtime*)	$ 4,296,900	$ 5,351,000	24.5%
Travel, relocation expenses	326,500	379,700	16.3
Telephone, telegraph and postage	80,500	123,400	53.3
Building cleaning and related services	64,300	63,600	-1.1
Rental of land, buildings and equipment	140,900	159,400	13.1
Purchase of equipment	371,400	455,400	22.6
Repairs to buildings and equipment	221,800	288,100	29.9
Utilities, fuel for mechanical equipment, supplies	429,500	591,700	37.8
All other expenditures	51,600	62,400	20.9
All expenditures	$ 5,983,400	$ 7,475,200	24.9

* While overtime in its present form was introduced only in October 1974, overtime payments in the form of flat rate "disutility" payments were introduced during fiscal year 1973/74. The total disutility payments in fiscal year 1974/75 amounted to approximately $ 160,000.

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TABLE

MUNICIPAL POLICING EXPENDITURES IN NEW BRUNSWICK, BY OBJECT CLASSIFICATION, FOR FISCAL YEARS 1973/74 AND 1974/75

Object Classification	Total Expenditure Fiscal 1973/74	Total Expenditure Fiscal 1974/75	% Increase For 1974/75 Over 1973/74
Salaries and allowances	$ 364,700	$ 610,300	67.3%
Travel, relocation expenses	27,800	35,800	28.8
Rental of land, buildings and equipment	5,500	5,500	NIL
Purchase of equipment	9,700	18,300	88.7
Repairs to buildings and equipment	7,800	19,200	146.2
Utilities, fuel for mechanical equipment, supplies	19,300	33,500	73.6
All other expenditures	2,700	4,100	51.9
All expenditures	$ 437,500	$ 726,700	66.1%

APPENDIX II

TABLE 4

ANALYSIS OF COST CHANGES, UNDER PROVINCIAL CONTRACT, BY CATEGORY OF EXPENDITURE, FISCAL YEAR 1974/75, ASSUMING 50% SHARING AND NO CHANGE IN RANGE OF COVERED SERVICES

	Cost Increase For New Contract Over Existing Contract	
Category Of Expenditure	Based On 323.7 men	Based On 330 men
Departmental Administration	- $ 95,465	- $ 99,753
Divisional Administration	+ 63,982	+ 56,826
Recruit Training	- 45,689	- 49,825
Pension Costs Relating To Provincial Policing	+ 53,016	+ 47,052
Basic Provincial Policing Expenditures	+ 113,362	+ 42,448
Accomodation	+ 52,433	+ 52,433
Offset Revenue, Ex-Gratia Payments, etc.	+ 314	+ 963
Total Cost Increase	+ $141,953	+ $ 50,144

OVERTIME

Although overtime payments for R.C.M.P. members on the present basis was introduced only in October 1974, the principle of overtime had been recognized in a different form during the 1973/74 fiscal year.

APPENDIX III

II - COSTING OF EXISTING AND PROPOSED PROVINCIAL CONTRACTS

As explained earlier, the proposed new provincial contract involves a "direct" basis of costing whereas the charges to New Brunswick under the existing contract are based on a specified proportion of the national average per capita cost of provincial police services. In the former case, therefore, New Brunswick's share of policing costs is essentially related to expenditures actually incurred in New Brunswick (with certain exceptions described below), whereas in the latter case the cost of police services to New Brunswick is affected to some extent by policing costs in other contract provinces.

However, in spite of the change in the basis of costing, the basic elements of cost included in the computations are similar under the existing and proposed new contracts. These cost elements can be grouped under two major categories. The first we will refer to as "basic" costs and the second as "overhead" costs. These cost elements are further explained below, following a general review of the two bases of costing.

GENERAL

The per capita cost under the existing contract in respect of any fiscal year is obtained dividing the sum of defined cost elements relating to provincial policing by the total number of members employed pursuant to agreements with contract provinces on the last day of the fiscal year. This number of members is the aggregate of the provincial policing "contract strengths" for all of the contract provinces. It can therefore be seen that the divisor for determining the per capita cost is fixed at a particular point in time and does not change with subsequent changes in contract strengths.

It should also be noted that while the contract strengths in the divisor of the per capita calculation do not include members who form part of the so-called "differential" the costs relating to the employment of differential staff in provincial policing are included in the numerator of the per capita calculation. The cost of the relevant proportion of the differential is therefore charged to the provinces as part of the per capita although the per capita cost itself is not charged in respect of such staff. This approach will tend to favour a province in which there is a heavy use of differential staff as compared to a province in which minimal use of such staff is made.

As indicated above, the divisor for the per capita calculation is fixed at the fiscal year end. However, this per capita charge is levied against a province only in respect of actual contract strength during the period in respect of which the per capita is being charged (i.e. the following fiscal year). For example, the New Brunswick contract strength included in the divisor of the per capita formula for 1974-75 is 330 men. However, during the last billing period (i.e. April 1, 1975 to September 30, 1975) the actual average contract strength for provincial policing in New Brunswick has been only 323.7 men. The charge made to New Brunswick in respect of that period for provincial policing is therefore based on 323.7 men rather than 330 men. The actual number of men employed in provincial policing during the period may well be significantly higher than 323.7 due to the use of staff who form part of the differential. However, since the latter are not included in the defined contract strength under the provincial policing formula no charge is made to New Brunswick in respect of them.

Variations in contract strengths of the foregoing type can distort comparisons between the existing and proposed new bases of costing since under the direct basis the province will be charged for a specified percentage of total provincial policing costs including all staff actually employed in provincial policing, whether part of the differential or not.

The comparisons provided in the November 1975 submission from the Solicitor General are based on the assumption that the average contract strength of 323.7 during the period April 1, 1975 to September 30, 1975 will apply to the entire fiscal year April 1, 1975 to March 31, 1976. This may or may not be the case. In our comparisons of cost for provincial policing for 1974/75 we are therefore providing comparisons based on both the assumed average contract strength of 323.7 men and also on the total contract strength of 330 men as at March 31, 1975.

It has been stressed to us on several occasions by R.C.M.P. staff in both "J" Division and Headquarters in Ottawa that the existing costing formula was designed to make allowance for various cost components on an approximate basis designed to achieve administrative simplicity. They therefore recognize that analyses of the impact of the change in costing basis by major elements of expenditure may show substantial variations.

However, they maintain that the existing formula produced an overall cost to the provinces which is highly realistic regardless of the allocation of the cost by expenditure categories, and that this is borne out by the close relationship between total costs under the existing and proposed new agreements.

BASIC COSTS

The basic costs are essentially the salaries of police staff and civilian support staff engaged directly in the provision of provincial police services in the Province, together with the related operational expenditures in New Brunswick in respect of equipment, maintenance, supplies, travel and so on.

Since the R.C.M.P.'s financial information system codes expenditures according to a defined "activity" structure all basic costs relating to provincial policing can be specifically identified.

OVERHEAD COSTS

Overhead costs refer to New Brunswick's share of certain national and divisional expenditures, as follows:

- R.C.M.P. Headquarters administration (Ottawa)
- Division administration ("J" Division, Fredericton)
- recruit training
- pension benefits
- accomodation (while building maintenance and operation are included in basic operational costs under the formulae in both agreements an additional assessment for accomodation, presumably related to amortization of original capital costs, is made in both agreements).

With respect to cost of Headquarters administration, under the existing contract the New Brunswick share is determined as 15% of the national average per capita cost of Headquarters administration (based on total contract strength for provincial policing in all contract provinces) multiplied by actual contract strength for provincial policing in New Brunswick.

Under the proposed new contract the charge to New Brunswick is similarly determined on a national average per capita cost basis. However, the aggregate cost for purposes of determining the per capita cost is 100% of the Headquarters administration cost for stipulated units located in Ottawa, namely the Commissioner's Office, Organization and Personnel, Air Service and Supply Services, rather than 15% of the total Headquarters administration cost.

In addition, the divisor in the per capita calculation is the total number of members of the Force at the end of the fiscal year in question, and the multiplier for New Brunswick is the total number of members of the Force actually employed in provincial policing, including the differential where applicable.

Under the existing contract the New Brunswick share of the cost of divisional administration is determined by multiplying the national average per capita cost of divisional administration (based on total contract strength for provincial policing in all contract provinces) by the actual contract strength for provincial policing in New Brunswick.

Under the proposed new contract, however, the New Brunswick share of the cost of divisional administration is determined as the provincial per capita cost of divisional administration (based on the total of all R.C.M.P. members in the province excluding those engaged in divisional administration) multiplied by the total number of R.C.M.P. members employed in provincial policing.

Similarly, under both contracts, the overhead cost in respect of recruit training is charged on a national average per capita cost basis. However, under the existing contract the aggregate cost used in determining the national average per capita cost is based on 40% of the total costs of "Depot" whereas under the proposed new contract the national average per capita cost is based on 100% of the cost of recruit training. In addition, the divisor in the per capita calculation is changed from total contract strength to total number of members of the Force, and the multiplier for New Brunswick is again changed from actual contract strength to actual number of members of the Force employed in provincial policing.

HISTORICAL DATA ON BASIC COSTS FOR "J" DIVISION

As indicated above, the basic costs of provincial policing as described earlier are major elements in both the per capita cost method of charging under the existing contract and the direct costing method in the new contract.

A summary comparison of costs under the existing and proposed contracts for 1974/75 was presented in the last federal proposal tabled by the Solicitor General in Halifax in November. A similar comparison for 1973/74 was also carried out by R.C.M.P. headquarters staff.

In order to more fully examine the implications of a change in costing basis, and particularly to analyze the change according to major cost elements, we requested and obtained from "J" Division fairly detailed computer printouts of expenditures by major classifications for both 1973/74 and 1974/75 with respect to provincial policing in New Brunswick. (In this context the fiscal years relate to the time periods during which the expenditures were actually made, whereas under the terms of the existing and proposed new agreements the charges in respect of a given fiscal year's expenditure are actually made in the following fiscal year).

Details of these expenditures for both fiscal years are shown in Table 1 below. Since the expenditure printouts which we received contained certain items specifically excluded under the terms of the contracts (for example expenditures for members of the Corps of Commissioners and for Marine Services) estimated adjustments had to be made to exclude these non-shareable costs since they were not identified in complete detail. However, since the adjustments represent only a small proportion of the total expenditures (less than 2% of the total in each of the fiscal years in question) any resulting distortion of costs by expdnditure item will be minimal. In addition, for convenience, each of the expenditure items has been rounded to the nearest $ 100.

TABLE 1

PROVINCIAL POLICING EXPENDITURES IN NEW BRUNSWICK, BY OBJECT CLASSIFICATION, FOR FISCAL YEARS 1973/74 AND 1974/75

Object Classification	Total Expenditure Fiscal 1973/74	 Fiscal 1974/75	% Increase For 1974/75 Over 1973/74
Salaries and allowances (including overtime*)	$ 4,296,900	$ 5,351,000	24.5%
Travel, relocation expenses	326,500	379,700	16.3
Telephone, telegraph and postage	80,500	123,400	53.3
Building cleaning and related services	64,300	63,600	-1.1
Rental of land, buildings and equipment	140,900	159,400	13.1
Purchase of equipment	371,400	455,400	22.6
Repairs to buildings and equipment	221,800	288,100	29.9
Utilities, fuel for mechanical equipment, supplies	429,500	591,700	37.8
All other expenditures	51,600	62,400	20.9
All expenditures	$ 5,983,400	$ 7,475,200	24.9%

* While overtime in its present form was introduced only in October 1974, overtime payments in the form of flat rate "disutility" payments were introduced during fiscal year 1973/74. The total disutility payments in fiscal year 1974/75 amounted to approximately $ 160,000.

Further details of the expenditures within each of the above major object classifications are shown in Appendix I.

HISTORICAL DATA ON OVERHEAD COSTS

The overhead costs such as headquarters administration, recruit training and divisional administration were recorded on a global basis in the data which we received relating to the operation of the sharing formula under the existing agreement. Since we did not feel that a breakdown of these expenditures by object classification would have been of any great value in our analyses we did not request such detail, although it is available within the Divisional and/or Headquarter's financial information systems.

A comparison of the relative importance of these overhead cost elements under the existing and proposed bases of costing is shown later in this section. However, as a reference point we show below a comparison of the divisional administration costs in which New Brunswick would have shared under the new basis of costing in fiscal years 1973-74 and 1974-75, and the estimated divisional administration costs in which New Brunswick will share in respect of 1975-76 fiscal year expenditures.

TABLE 2

DIVISIONAL ADMINISTRATION EXPENDITURES, FISCAL YEARS 1973/74, 1974/75 AND 1975/76 (ESTIMATED), "J" DIVISION

Year	Expenditure	Year To Year Increase (%)
1973/74	$ 900,364	--
1974/76	$ 1,169,249	29.9%
1975/75	$	%

COMPARISON OF MAJOR COST ELEMENTS OF EXISTING AND PROPOSED CONTRACTS

On the basis of the summary comparison of the relative costs of the existing and proposed new contracts contained in the latest federal proposal (November 1975), we know that the change to a direct basis of costing increases the cost to the Province without any change in the shareable percentage. However, the relationship which applies with respect to total provincial costs under the two contracts may not necessarily apply to the individual components of cost within the total. We therefore considered it important to attempt an analysis of the cost impact of the change in costing basis by major cost elements in order to achieve a better understanding of the implications of the proposed new contract.

This comparison has proved to be a very difficult exercise due to the structure of the sharing formula under the existing contract and the fact that a breakdown of total shareable expenditures by category was not readily available due to the constraints of the existing financial information system.

In spite of these problems we have been able to determine with what we feel is an acceptable degree of accuracy, a breakdown of total shareable costs under the existing contract into the basic cost and overhead cost components described earlier.

However, we have not been able to obtain the necessary data to break down the basic costs by object classification. "J" Division simply does not have such information and we therefore requested it from R.C.M.P. Headquarters in Ottawa. At first they stated that the information was not available. On pressing the matter further we were informed that the information could be obtained but that it would take one man week of work to produce and since it appeared to be of doubtful value (in the opinion of the R.C.M.P.) they were not willing to produce it. We then indicated our reasons for requesting the information and the use to which it would be put. Then, at this point, we were told that the information could not be made available since it would include data relating to provinces other than New Brunswick. We therefore decided to discontinue our attempts to obtain such data from R.C.M.P. Headquarters and instead request certain basic data directly from the other contract provinces. This data was readily provided. However, it fell far short of what we had hoped to obtain from R.C.M.P. Headquarters.

All necessary information relating to the direct costing basis under the proposed new agreement has been made available by "J" Division.

The results of the above comparison for the year 1974-75 are shown in Table 3 below based on a provincial share of 50% under each contract. A summary of the changes by major categories of expenditure is shown in Table 4.

TABLE 3

COMPARISON OF COSTS OF EXISTING AND PROPOSED CONTRACTS, BY MAJOR EXPENDITURE CATEGORIES, FISCAL YEAR 1974/75, ASSUMING 50% SHARING IN EACH CASE, AND NO CHANGE IN RANGE OF COVERED SERVICES

Expenditure Category	Cost Under Existing Arrangement		Cost Under Proposed New Arrangement
	323.7 men	330 men	
Departmental Administration	$ 219,106	$ 223,394	$ 123,641
Divisional Administration	365,698	372,854	429,680
Recruit Training	211,351	215,487	165,662
Pension Costs Relating To Provincial Policing	304,769	310,733	357,785
"Basic" Expenditures Relating To Provincial Policing	3,624,165	3,695,079	3,737,527
Accomodation	41,139	41,139	93,572
Sub-total	$ 4,766,228	$ 4,858,686	$ 4,907,867
Less effect of offset revenues and ex-gratia payments, etc.	33,197	33,846	32,883
Total Cost To New Brunswick	$ 4,733,031	$ 4,824,840	$ 4,874,984

TABLE 4

ANALYSIS OF COST CHANGES, UNDER PROVINCIAL CONTRACT, BY CATEGORY OF EXPENDITURE, FISCAL YEAR 1974/75, ASSUMING 50% SHARING AND NO CHANGE IN RANGE OF COVERED SERVICES

Category Of Expenditure	Cost Increase For New Contract Over Existing Contract Based On 323.7 men	 Based On 330 men
Departmental Administration	- $ 95,465	- $ 99,753
Divisional Administration	+ 63,982	+ 56,826
Recruit Training	- 45,689	- 49,825
Pension Costs Relating To Provincial Policing	+ 53,016	+ 47,052
Basic Provincial Policing Expenditures	+ 113,362	+ 42,448
Accomodation	+ 52,433	+ 52,433
Offset Revenue, Ex-Gratia Payments, etc.	+ 314	+ 963
Total Cost Increase	+ $141,953	+ $ 50,144

OVERTIME

Although overtime payments for R.C.M.P. members on the present basis was introduced only in October 1974, the principle of overtime had been recognized in a different form during the 1973/74 fiscal year.

Under this prior form, each R.C.M.P. member was entitled to a component of remuneration referred to as a "disutility" payment. The payment was a flat amount which was paid to all members of the force regardless of whether or not they had actually worked overtime.

Effective October 1974 disutility payments were discontinued and replaced by the present overtime system in which payments are made for actual overtime hours worked at 1 1/2 time the member's standard rate of pay (with the option to take time off in lieu of receiving payment for overtime). Before becoming entitled to claim payment or time off for overtime during a fiscal year a member is required to accumulate in overtime the equivalent of 40 standard hours (i.e. at least 27 overtime hours at the rate of 1 1/2 standard hours per overtime hour). However, at the end of February in each year all accrued overtime is paid (or equivalent time off granted). In addition, on transfer or termination of employment all accrued overtime is liquidated in a similar manner.

III - COMPARISON OF COST OF EXISTING AND PROPOSED DIRECT MUNICIPAL CONTRACTS

As in the case of the provincial policing contract, charges for municipal policing services are levied on a national average per capita cost basis. However, the actual method of calculation of the per capita cost differs significantly from that for the provincial policing contract. This is further explained below.

EXISTING BASIS OF COSTING FOR DIRECT MUNICIPAL CONTRACTS

The per capita cost on which charges under existing direct municipal contracts for any fiscal year are based is determined by dividing the total number of members of the Force serving in the contract provinces on the last day of the fiscal year into the sum of all expenditures made by Canada during the fiscal year for the purpose of operating and maintaining the force in the contract provinces, excluding expenditures relating to land acquisition, construction of buildings, remuneration for services of members of the Corps of Commissionaires and operational expenditures of Marine, Air Services and Depot divisions, and adding to the foregoing result specified charges for recruit training and pensions.

It should be noted that the aggregate cost used in the numerator of the per capita calculation is the total expenditure for all categories of policing activity including federal and provincial as well as municipal policing, and all divisional administration expenditures. Similarly, of course, the denominator of the per capita calculation is the aggregate of all members of the Force engaged in all of the policing activities for which expenditures are included in the numerator.

The rationale underlying this basis of computation of the per capita costs for municipal policing is not apparent to us. In addition, it is quite evident that the aggregate charges levied against municipalities on this basis substantially exceeds the actual aggregate expenditures in respect of municipal policing per se (based on the information which we have obtained from each of the contract provinces for fiscal year 1974/75). There is further support for this conclusion in the fact that the proposed new direct basis of costing actually produces a lower cost to municipalities than the existing per capita cost basis. (In addition, as already explained in Section II, the basis on which municipal expenditures are brought into account in the calculation of the per capita costs under the provincial policing contract results in a conversion of the excess charges for municipal policing to a credit in the provincial policing formula).

The foregoing per capita costs, including the assessments in respect of recruit training and pensions, is levied in specified proportions in respect of each member employed in policing under direct municipal contracts.

In addition, municipalities are required to pay mileage charges under the existing contract at the rate of 9¢ per mile for each mile travelled in excess of 3,100 miles per annum by each motor vehicle provided under the terms of direct municipal contracts.

PROPOSED BASIS OF COSTING FOR DIRECT MUNICIPAL CONTRACTS

Charges to municipalities under the proposed new direct municipal contract are also levied on a per capita basis. However, in this case the per capita cost of "basic" expenditures for any fiscal year (as defined in Section II for provincial policing) is calculated as the total expenditures made by Canada in that fiscal year to provide municipal police services in all municipalities being policed by the R.C.M.P. in the province, divided by the number of members employed in providing municipal police services under direct contract as at March 31 of the fiscal year.

The addition to the "basic" per capita cost in respect of "overhead" costs relating to divisional administration, departmental administration and recruit training is similarly calculated. The denominator of this portion of the per capita calculation is the same as for basic costs above. The numerator of this portion of the per capita calculation is obtained by multiplying the number of members employed in municipal police service by:

- in the case of divisional administration, the total cost of divisional administration (including 15% of member's pay for pension contributions) divided by the total number of members in the division as at March 31 of the preceding fiscal year, excluding divisional administration staff, and

- in the case of departmental administration and recruit training, the total cost of defined components of such administration and the total cost of training (including 15% of members' pay for pension contributions) divided by the total number of members of the Force as at March 31 of the previous fiscal year.

Finally, the foregoing aggregate expenditures in the numerator of the per capita calculation are reduced by the amount of expenditures incurred to transfer members to or from municipalities.

COMPARISON OF COSTS UNDER EXISTING AND PROPOSED MUNICIPAL AGREEMENTS

A comparison of the aggregate costs to municipalities under the existing and proposed direct municipal contracts is shown in Table below. This comparison is based on the assumption that the shareable percentages remain at the existing level and that there is no change in the range of services covered under the two contracts. In addition, Table below provides an analysis of the changes in costs by major expenditure categories.

TABLE

COMPARISON OF TOTAL COSTS TO MUNICIPALITIES UNDER EXISTING AND PROPOSED MUNICIPAL CONTRACTS, FISCAL YEAR 1974/75, ASSUMING NO CHANGE IN % SHAREABLE OR IN RANGE OF COVERED SERVICES

Expenditure Category	Cost Under Existing Contracts*	Cost Under Proposed New Contracts**
Departmental Administration	$ NIL	$ 21,061
Divisional Administration	48,518	79,420
Recruit Training	14,893	30,621
Pensions***	44,019	52,287
"Basic" municipal policing costs, including mileage****	616,732	434.583
Sub-total	$ 724,162	$ 617,972
Offset for expenditures re transfer of members to and from municipalities	NIL	13,011
Offset revenue	NIL	590
Total costs to municipalities	$ 724,162	$ 604,371

* Based on 20 men at 75% and 31 men at 50% (an average multiplier of 30.5).

** Ignoring stipulation that existing cost level represents a minimum.

*** Includes total pension charges under existing contract. However, under the new contract pension charges are also included in each of the first three expenditure categories.

**** Mileage for 1974/75 (existing contract) = $ 32,282.

TABLE

ANALYSIS OF COST CHANGES UNDER MUNICIPAL CONTRACTS, BY CATEGORY OF EXPENDITURE, FISCAL YEAR 1974/75, ASSUMING NO CHANGE IN % SHAREABLE OR IN RANGE OF COVERED SERVICES

Expenditure Category	Change For New Contract Over Existing Contract
Departmental Administration	+ $ 21,061
Divisional Administration	+ 30,902
Recruit Training	+ 15,728
Pensions*	+ 8,268
"Basic" municipal policing costs, including mileage	- 182,149
Sub-total	- $ 106,190
Offset for expenditures re transfer of members to and from municipalities	- 13,011
Offset revenue	- 590
Total change	- $ 119,791

* Represents difference between total pension charges under existing contract and pension charge for members employed in municipal policing under new contract. Other pension charges are included in the first three expenditure categories.

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DOCUMENT #6

March 23, 1976

Mr. Robert L. Scammell
Director
Program Administration
Department of Justice
Centennial Building
FREDERICTON, New Brunswick

Dear Mr. Scammell:

We are pleased to submit herewith our final report concerning our analysis of the cost and other implications of the proposed new contract for R.C.M.P. services in New Brunswick.

Very truly yours,

J. Tarrel

J. Tarrel

mms
Encl.

Actuarial and Employee Benefit Consultants

FINAL REPORT

ON

COST AND OTHER IMPLICATIONS

OF

PROPOSED NEW CONTRACT

FOR

R.C.M.P. SERVICES IN NEW BRUNSWICK

March 15, 1976.

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I - INTRODUCTION AND BACKGROUND

This section of our report identifies the factors giving rise to the need for a detailed cost analysis of the existing and proposed contracts for provision of R.C.M.P. services in New Brunswick, comments on the problems of collection of required data and describes the structure and contents of the remainder of the report.

BACKGROUND

The present contract between the Province of New Brunswick and the Government of Canada with respect to the provision of R.C.M.P. services in New Brunswick expires on March 31, 1976. A new contract should therefore take effect on April 1, 1976.

Negotiations have been underway between New Brunswick and the federal government for some time. A number of federal proposals have been made, the latest in November, 1975. The Province has responded to these various proposals and has expressed concern regarding a number of issues which it consideres to be of particular importance.

The federal proposals involve several fundamental changes relative to the provisions of the eixsting agreement. Three of the most important of these changes are as follows:

(i) The basis on which New Brunswick will be charged for R.C.M.P. services under the new contract is a "direct cost" basis rather than the "national average per capita cost" basis included in the existing contract.

(ii) The percentage share of direct costs to be paid by New Brunswick is greater than the share of national average per capita costs which applies in the final year of the existing contract.

The latest federal proposal provides for a New Brunswick share of 52% of the cost of provincial police services in respect of the first year of the new agreement increasing by 1% per annum until a maximum of 56% is reached in the fiscal year 1980-81. This compares to a 50% share of national average per capita costs in the final year of the present contract.

Similar increases are also proposed under direct municipal agreements. The proposed new share to be paid by a municipality in the first year of the new agreement is 52% for each of the first three men and 77% for each additional man, in lieu of the present shares of 50% and 75% respectively. In subsequent years each of these shares will increase by 1% per annum until maximums of 56% and 81% respectively are reached in the fiscal year 1980-81.

There is also a provision under each of the proposed new contracts to the effect that the level of cost to the Province or to any municipality in the final year of the present agreements will be the minimum cost level which can apply under the respective proposed new agreements.

(iii) Certain services which are considered by the federal authorities to be "non-police functions" will not be performed by the R.C.M.P. under the proposed new contract although they are included in

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the present contract. A similar change is proposed under direct municipal contracts.

In addition to the above changes in contract provisions, an administrative change which granted overtime for members of the R.C.M.P. has created a new cost factor which may become significant in future.

All of the foregoing factors have a direct effect on the cost of police services under the proposed new provincial contract and direct municipal contracts. The primary purpose of this study is to analyse and quantify this cost impact.

In addition to the cost implications of the proposed new contract there are also a number of other factors which are, or perhaps should be, issues in the negotiations.

The most important of these factors is the ownership of equipment purchased for the purpose of providing provincial police services and municipal police services. Under the existing contract (and under the proposed new contract as it is now drafted) ownership is vested entirely in the R.C.M.P.. The proposed change to a direct cost basis, involving the purchase of specific items of equipment for specific purposes within New Brunswick (rather than the national per capita basis of sharing of equipment costs which applied previously), makes the argument for part ownership by New Brunswick in all equipment purchased stronger than it is under the present agreement. While it was initially intended that our report include an assessment of general provisions of the proposed new agreement, it was subsequently agreed that this aspect has already been dealt with adequately through other channels and therefore need not be repeated here.

In addition, it was agreed that the assessment of the cost implications of a provincial police force be deferred to a later date to permit collection of required data and development of general operational parameters for such a force.

DATA COLLECTION

Although the existing agreement has been in effect for almost ten years, the financial data available to the Province with respect to the provision of R.C.M.P. services in New Brunswick is minimal. This data essentially comprises the national average per capita cost of police services as determined by the Government of Canada, and the resulting aggregate charges to the Province resulting from application of this per capita cost, and the stated shareable percentage, to the total manpower engaged in providing provincial police services under the terms of the existing contract.

It could be argued that, since the terms of the contract are fixed, and since all detailed administration relating to the operation of the Force is the responsibility of Canada, then specific financial details are of no concern to New Brunswick.

On the other hand, it can also be argued that the Province is not in a position to assess or evaluate the existing arrangements without detailed financial information. Certainly, it is not feasible to assess the cost implications of contract changes such as those now being proposed in the absence of such information.

The primary source of the data required for our study was therefore the R.C.M.P. Divisional Headquarters staff and through them the staff of R.C.M.P. Headquarters in Ottawa.

The data collection process has been slow and laborious. Initially, at least, there appeared to be some reluctance on the part of staff in Ottawa and Fredericton to provide us with the information which we requested, and the amount of formality and red tape involved made the process rather time consuming and frustrating. Subsequently, however, the staff of Divisional Headquarters (in particular Superintendent Christensen and Inspector Roy) were most helpful and readily provided us with any relevant information which they had available. We also had a useful meeting in Ottawa with Superintendent Schramm and Sergeant Griffin, although we were unable to obtain information relating to aggregate national costs by expenditure categories since the policy of the Force is not to disclose such information, even in aggregate, to individual provinces.

One particular complication was that certain of the data elements which we requested were apparently available only at the individual detachment level and were not routinely reported to Divisional Headquarters. Two such data elements were the extent of R.C.M.P. involvement in the so-called "non-police functions" which are being exlcuded under the terms of the proposed new contract, and the proportion of the available time of staff engaged in provincial police services which is allocated to policing municipalities under the "umbrella" provisions.

In connection with the availability of data from R.C.M.P. sources, we are also interested to note that the latest federal proposal tabled by the Solicitor General contained, in addition to the draft contracts per se, details of a number of cost elements which we had earlier requested or obtained from the federal authorities. We therefore wonder whether our data collection activities have had the effect of encouraging a fuller disclosure of cost information by the federal authorities.

In a meeting with Mr. Scammell on November 14 we discussed the question of financial data in some detail. Mr. Scammell felt strongly that the historical lack of financial data must not be allowed to persist in future under the proposed new contract. Therefore, while it is not part of the terms of reference of our study Mr. Scammell requested that, on the basis of our examination of available data sources relating to the operation of "J" Division, we identify the kind of financial and statistical information which the Department of Justice might request Divisional Headquarters to provide to them on a regular and systematic basis. This matter is examined further in a subsequent section of this report.

STRUCTURE OF REPORT

The structure and contents of the remainder of the report are outlined in the following paragraphs.

Section II of the report deals with our costings of the proposed new provincial contract. The analyses contained in Section II include comparisons by major cost elements of the cost of the present contract and the proposed new contract for fiscal years 1974/75 and 1975/76. Also included is an estimate of the cost impact of overtime payments and a commentary on the implications of exclusion of certain non-police functions.

Section III contains a cost analysis of direct municipal contracts along broadly the same lines as that contained in Section II with respect to the provincial contract.

Section IV deals with the nature and extent of so-called "umbrella" coverage for towns and villages, together with an assessment of the cost of this coverage relative to the amounts charged to the municipalities in question in respect of it.

Section V deals with potential new direct contracts resulting from the exclusion from "umbrella" coverage of municipalities with population in excess of 1,500. The municipalities involved are identified and the cost implications of a change from "umbrella" coverage to direct contracts are examined for each municipality.

Section VI identifies the types of available financial or statistical information which might usefully be provided by Divisional Headquarters to the Department of Justice on a regular and systematic basis.

Finally, a summary of our analyses and conclusions is presented in Section VII.

II - COSTING OF EXISTING AND PROPOSED PROVINCIAL CONTRACTS

As explained earlier, the proposed new provincial contract involves a "direct" basis of costing whereas the charges to New Brunswick under the existing contract are based on a specified proportion of the national average per capita cost of provincial police services. In the former case, therefore, New Brunswick's share of policing costs is essentially related to expenditures actually incurred in New Brunswick (with certain exceptions described below), whereas in the latter case the cost of police services to New Brunswick is affected to some extent by policing costs in other contract provinces.

However, in spite of the change in the basis of costing, the basic elements of cost included in the computations are similar under the existing and proposed new contracts. These cost elements can be grouped under two major categories. The first we will refer to as "basic" costs and the second as "overhead" costs. These cost elements are further explained below, following a general review of the two bases of costing.

GENERAL

The per capita cost under the existing contract in respect of any fiscal year is obtained by dividing the sum of defined cost elements relating to provincial policing by the total number of members employed pursuant to agreements with contract provinces on the last day of the fiscal year. This number of members is the aggregate of the provincial policing "contract strengths" for all of the contract provinces. It can therefore be seen that the divisor for determining the per capita than 323.7 due to the use of staff who form part of the differential , and the exclusion of officers in determing contract strength for purposes of the existing agreement. However, since the latter are not included in the defined contract strength under the existing provincial policing formula no direct charge is made to New Brunswick in respect of them.

Variations in contract strengths of the foregoing type can distort comparisons between the existing and proposed new bases of costing since under the direct basis the province will be charged for a specified percentage of total policing costs incurred in respect of all staff actually employed in provincial policing.

The comparisons provided in the November 1975 submission from the Solicitor General are based on the assumption that the average contract strength of 323.7 during the period April 1, 1975 to September 30, 1975 will apply to the entire fiscal year April 1, 1975 to March 31, 1976. This may or may not be the case. In our comparisons of cost for provincial policing for 1975/76 we are therefore providing comparisons based on both the assumed average contract strength of 323.7 men and also on the total establishment of 330 men as at March 31, 1975.

It has been stressed to us on several occasions by R.C.M.P. staff in both "J" Division and Headquarters in Ottawa that the existing costing formula was designed to make allowance for various cost components on an approximate basis designed to achieve administrative simplicity. They therefore recognize that analyses of the impact of the change in costing basis by major elements of expenditure may show substantial variations.

However, they maintain that the existing formula produced an overall cost to the provinces which was highly realistic regardless of the allocation of the cost by expenditure categories, and that this is borne out by the close relationship between total costs under the existing and proposed new agreements.

BASIC COSTS

The basic costs are essentially the salaries of police staff and civilian support staff engaged directly in the provision of provincial police services in the Province, together with the related operational expenditures in New Brunswick in respect of equipment, maintenance, supplies, travel and so on.

Since the R.C.M.P.'s financial information system codes expenditures according to a defined "activity" structure all basic costs relating to provincial policing can be specifically identified.

OVERHEAD COSTS

Overhead costs refer to New Brunswick's share of certain national and divisional expenditures, as follows:

- R.C.M.P. Headquarters administration (Ottawa)
- Division administration ("J" Division, Fredericton)
- recruit training
- pension benefits
- accomodation (while building maintenance and operation are included in basic operational costs under the formulae in both agreements an additional assessment for accomodation, presumably related to amortization of original capital costs, is made in both agreements).

With respect to the cost of Headquarters administration, under the existing contract the New Brunswick share is determined as 15% of the national average per capita cost of Headquarters administration (based on total contract strength for provincial policing in all contract provinces) multiplied by actual contract strength for provincial policing in New Brunswick.

Under the proposed new contract the charge to New Brunswick is similarly determined on a national average per capita cost basis. However, the aggregate cost for purposes of determining the per capita cost is 100% of the Headquarters administration cost for stipulated units located in Ottawa, namely the Commissioner's Office, Organization and Personnel, Air Service and Supply Services, rather than 15% of the total Headquarters administration cost.

In addition, the divisor in the per capita calculation is the total number of members of the Force at the end of the fiscal year in question, and the multiplier for New Brunswick is the total number of members of the Force actually employed in provincial policing.

Under the existing contract the New Brunswick share of the cost of divisional administration is the implicit component of the national average per capita cost attributable to aggregate national divisional administration costs multiplied by the actual contract strength for provincial policing in New Brunswick.

Under the proposed new contract, however, the New Brunswick share of the cost of divisional administration is determined as the provincial per capita cost of divisional administration (based on the total of all R.C.M.P. members in the province excluding those engaged in divisional administration) multiplied by the total number of R.C.M.P. members employed in provincial policing.

Similarly, under both contracts, the overhead cost in respect of recruit training is charged on a national average per capita cost basis. However, under the existing contract the aggregate cost used in determining the national average per capita cost is based on 40% of the total costs of "Depot" whereas under the proposed new contract the national average per capita cost is based on 100% of the cost of recruit training. In addition, the divisor in the per capita calculation is changed from total contract strength to total number of members of the Force, and the multiplier for New Brunswick is again changed from actual contract strength to actual number of members of the Force employed in provincial policing.

HISTORICAL DATA ON BASIC COSTS FOR "J" DIVISION

As indicated above, the basic costs of provincial policing as described earlier are major elements in both the per capita cost method of charging under the existing contract and the direct costing method in the new contract.

A summary comparison of costs under the existing and proposed contracts for 1974/75 was presented in the last federal proposal tabled by the Solicitor General in Halifax in November. A similar comparison for 1973/74 was also carried out by R.C.M.P. headquarters staff.

In order to more fully examine the implications of the change in costing basis, and particularly to analyze the change according to major cost elements, we requested and obtained from "J" Division fairly detailed computer printouts of expenditures by major classifications for both 1973/74 and 1974/75 with respect to provincial policing in New Brunswick. (In this context the fiscal years relate to the time periods during which the expenditures were actually made, whereas under the terms of the existing and proposed new agreements the charges in respect of a given fiscal year's expenditure are actually made in the following fiscal year).

Details of these expenditures for both fiscal years are shown in Table 1 below. Since the expenditure printouts which we received contained certain items specifically excluded under the terms of the contracts (for example expenditures for members of the Corps of Commissionaires and for Marine Services) estimated adjustments had to be made to exclude these non-shareable costs since they were not identified in complete detail. However, since the adjustments represent only a small proportion of the total expenditures (less than 2% of the total in each of the fiscal years in question) any resulting distortion of costs by expenditure item will be minimal. In addition, for convenience, each of the expenditure items has been rounded to the nearest $ 100.

TABLE 1

PROVINCIAL POLICING EXPENDITURES IN NEW BRUNSWICK, BY OBJECT CLASSIFICATION, FOR FISCAL YEARS 1973/74 AND 1974/75

Object Classification	Total Expenditure Fiscal 1973/74	Total Expenditure Fiscal 1974/75	% Increase For 1974/75 Over 1973/74
Salaries and allowances (including overtime*)	$ 4,296,900	$ 5,351,500	24.5%
Travel, relocation expenses	326,500	379,700	16.3
Telephone, telegraph and postage	80,500	123,400	53.3
Building cleaning and related services	64,300	63,600	-1.1
Rental of land, buildings and equipment	140,900	159,400	13.1
Purchase of equipment	371,400	455,400	22.6
Repairs to buildings and equipment	221,800	288,100	29.9
Utilities, fuel for mechanical equipment, supplies	429,500	591,700	37.8
All other expenditures	51,600	62,400	20.9
All expenditures	$ 5,983,400	$ 7,475,200	24.9%

* While overtime in its present form was introduced only in October 1974, overtime payments in the form of flat rate "disutility" payments were in effect during fiscal year 1973/74 and during the first half of fiscal year 1974/75.

Further details of the expenditures within each of the above major object classifications are shown in Appendix I.

HISTORICAL DATA ON OVERHEAD COSTS

The overhead costs such as headquarters administration, recruit training and divisional administration were recorded on a global basis in the data which we received relating to the operation of the sharing formula under the existing agreement. Since we did not feel that a breakdown of these expenditures by object classification would have been of any great value in our analyses we did not request such detail, although it is available within the Divisional and/or Headquarter's financial information systems.

A comparison of the relative importance of these overhead cost elements under the existing and proposed bases of costing is shown later in this section. However, as a reference point we show below a comparison of the divisional administration costs in which New Brunswick would have shared under the new basis of costing in fiscal years 1973-74 and 1974-75, and the estimated divisional administration costs in which New Brunswick will share in respect of 1975-76 fiscal year expenditures.

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TABLE 2

DIVISIONAL ADMINISTRATION EXPENDITURES, FISCAL YEARS 1973/74, 1974/75 AND 1975/76 (ESTIMATED), "J" DIVISION

Year	Expenditure	Year To Year Increase (%)
1973/74	$ 900,364	--
1974/75	$ 1,169,249	29.9%
1975/76 (Estimated)	$ 1,439,000	23.1%

COMPARISON OF MAJOR COST ELEMENTS OF EXISTING AND PROPOSED CONTRACTS

On the basis of the summary comparison of the relative costs of the existing and proposed new contracts contained in the latest federal proposal (November 1975), we know that the change to a direct basis of costing increases the cost to the Province without any change in the shareable percentage. However, the relationship which applies with respect to total provincial costs under the two contracts may not necessarily apply to the individual components of cost within the total. We therefore considered it important to attempt an analysis of the cost impact of the change in costing basis by major cost elements in order to achieve a better understanding of the implications of the proposed new contract.

This comparison has proved to be a very difficult exercise due to the structure of the sharing formula under the existing contract and the fact that a breakdown of total shareable expenditures by category was not readily available due to the constraints of the existing financial information system.

In spite of these problems we have been able to determine with what we feel is an acceptable degree of accuracy, a breakdown of total shareable costs under the existing contract into the basic cost and overhead cost components described earlier.

However, we have not been able to obtain the necessary data to break down the basic costs by object classification. "J" Division simply does not have such information and we therefore requested it from R.C.M.P. Headquarters in Ottawa. At first they stated that the information was not available. On pressing the matter further we were informed that the information could be obtained but that it would take one man week of work to produce and since it appeared to be of doubtful value (in the opinion of the R.C.M.P.) they were not willing to produce it. We then indicated our reasons for requesting the information and the use to which it would be put. Then, at this point, we were told that the information could not be made available since it would include data relating to provinces other than New Brunswick. We therefore decided to discontinue our attempts to obtain such data from R.C.M.P. Headquarters and instead request certain basic data directly from the other contract provinces. This data was readily provided. However, it fell far short of what we had hoped to obtain from R.C.M.P. Headquarters.

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All necessary information relating to the direct costing basis under the proposed new agreement has been made available by "J" Division.

The results of the above comparison for the year 1974-75 are shown in Table 3 below based on a provincial share of 50% under each contract. A summary of the changes by major categories of expenditure is shown in Table 4.

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TABLE 3

COMPARISON OF COSTS OF EXISTING AND PROPOSED CONTRACTS, BY MAJOR EXPENDITURE CATEGORIES, FISCAL YEAR 1975/76, ASSUMING 50% SHARING IN EACH CASE, AND NO CHANGE IN RANGE OF COVERED SERVICES

Expenditure Category	Cost Under Existing Arrangement		Cost Under Proposed New Arrangement
	323.7 men	330 men	330 men
Departmental Administration	$ 219,106	$ 223,394	$ 123,641
Divisional Administration	365,698	372,854	429,680
Recruit Training	211,351	215,487	165,662
Pension Costs Relating To Provincial Policing	304,769	310,733	357,785
"Basic" Expenditures Relating To Provincial Policing	3,624,165	3,695,079	3,737,527
Accomodation	41,139	41,139	93,572
Sub-total	$ 4,766,228	$ 4,858,686	$ 4,907,867
Less effect of offset revenues and ex-gratia payments, etc.	33,197	33,846	32,883
Total Cost To New Brunswick	$ 4,733,031	$ 4,824,840	$ 4,874,984

TABLE 4

ANALYSIS OF COST CHANGES, UNDER PROVINCIAL CONTRACT, BY CATEGORY OF EXPENDITURE, FISCAL YEAR 1974/75, ASSUMING 50% SHARING AND NO CHANGE IN RANGE OF COVERED SERVICES

Category Of Expenditure	Cost Increase For New Contract Over Existing Contract	
	Based On 323.7 men	Based On 330 men
Departmental Administration	- $ 95,465	- $ 99,753
Divisional Administration	+ 63,982	+ 56,826
Recruit Training	- 45,689	- 49,825
Pension Costs Relating To Provincial Policing	+ 53,016	+ 47,052
Basic Provincial Policing Expenditures	+ 113,362	+ 42,448
Accomodation	+ 52,433	+ 52,433
Offset Revenue, Ex-Gratia Payments, etc.	+ 314	+ 963
Total Cost Increase	+ $141,953	+ $ 50,144

The above differences in costs between the old and new contracts for departmental administration, divisional administration and recruit training are attributable to the approximate basis on which such costs were reflected in the calculation of the per capita cost of provincial policing under the existing contract, and in the case of divisional administration to the fact that such costs (per capita) in New Brunswick exceed the national average. The overall effect within these three categories is to reduce the cost to the province under the new contract as compared to the existing contract.

In the case of pension costs, the difference is partly attributable to the approximate nature of accounting for such costs under the existing contract and partly to an increase in the rate of contribution being charged for pension purposes under the provisions of the new agreement.

Similarly, the increase in the cost of accomodation is directly attributable to an increase in the rate of charge under the new contract as compared to the existing contract.

We do, however, find it surprising that the new contract results in an increase in the provincial share of basic provincial policing expenditures (i.e. operation and maintenance, and equipment). It had seemed to us to be logical to expect a decrease in the provincial share of these expenditures under the new contract on the grounds that the national average per capita cost would be somewhat higher than the corresponding New Brunswick per capita cost due to the greater use of more sophisticated or expensive equipment (for example aircraft) in the larger provinces, as well as a possible greater proportion of higher paid staff due to the larger police organization and the greater complexities involved in the larger provinces.

We have concluded that one significant factor in contributing to an increase rather than a decrease in this category of expenditure is the manner in which *municipal* policing expenditures are brought into account in determining the national average per capita cost under the existing contract. In effect, the calculation starts with total policing expenditures for all R.C.M.P. services in Canada and proceeds to deduct from this total amount all elements not attributable to provincial policing to determine the numerator of the per capita calculation.

However, the basis of calculation of the per capita cost for municipal policing expenditures is such that the basis of charging municipalities exceeds the total actual cost of municipal policing services. In calculating the national average per capita cost for provincial policing the *actual* cost of municipal policing services is included in the initital total cost of R.C.M.P. services for Canada. However, the deduction made in respect of municipal policing expenditures is not the actual expenditures but the *hypothetical* expenditures based on the per capita calculation for municipal policing.

In other words, the excess charges to municipalities for municipal policing services are, in effect, reflected as a credit to provincial policing in calculating the national average per capita cost for provincial policing. Had this not been the case, historical charges to municipalities for municipal policing would have been lower and those to provinces for provincial policing would have been higher, with the probable effect that the new contract provisions would have resulted in a lower charge to the province for basic provincial policing expenditures than under the existing contract.

OVERTIME

Although overtime payments for R.C.M.P. members on the present basis were introduced only in October 1974, the principle of overtime had been recognized in a different form during the 1973/74 fiscal year.

Under this prior form, each R.C.M.P. member was entitled to a component of remuneration referred to as a "disutility" payment. The payment was a flat amount which was paid to all members of the Force regardless of whether or not they had actually worked overtime.

Effective October 1974 disutility payments were discontinued and replaced by the present overtime system in which payments are made for actual overtime hours worked at 1 1/2 times the member's standard rate of pay (with the option to take time off in lieu of receiving payment for overtime). Before becoming entitled to claim payment or time off for overtime during a fiscal year a member is required to accumulate in overtime the equivalent of 40 standard hours (i.e. at least 27 overtime hours at the rate of 1 1/2 standard hours per overtime hour). However, at the end of February in each year all accrued overtime is paid. In addition, on transfer or termination of employment all accrued overtime is liquidated in a similar manner.

During fiscal year 1974/75, the full impact of overtime was not felt. The total overtime payments during that fiscal year were essentially a combination of the previous "disutility payments" and payments on the new overtime basis. While we do not have any documentation of the actual amounts paid under these headings, discussions which we have had with Inspector Roy of "J" Division lead us to conclude that the total expenditures during fiscal year 1974/75 in respect of overtime and disutility payments amounted to approximately $ 275,000.

The situation in fiscal 1975/76 is quite different. While we again do not have any specific documentation, we have been informed by Superintendent Christensen that the estimated expenditure for the 1975/76 fiscal year in respect of overtime payments is of the order of $ 725,000. Therefore, about $ 450,000 of the increase in total expenditures from fiscal 1974/75 to fiscal 1975/76 will be accounted for by the increase in overtime payments.

It should be noted, however, that an expenditure increase in respect of overtime would have been incurred under the existing contract as well as under the proposed new contract, although, of course, the impact would not have been precisely the same. It is not therefore appropriate to attribute this portion of the increased cost to the province to the introduction of the new contract or the change in the basis of costing. Rather, it should be attributed to what is in effect an unusually large (and presumably non-recurring) increase in the remuneration of members of the R.C.M.P..

EXCLUSION OF NON-POLICE FUNCTIONS

In assessing the possible impact of the exclusion of certain "non-police functions" in the new contract, we discussed the matter with the staff of "J" Division in Fredericton and R.C.M.P. headquarters in Ottawa and also with various members of the staff of the Department of Justice. There was a considerable variety of opinion as to the amount of time spent by the R.C.M.P. in performing the so-called non-police functions, and in no case did we receive any hard data.

In view of this we approached Superintendent Christensen of "J" Division requesting that he undertake a survey of the various detachments throughout the province to determine the man hours spent in performing non-police functions. Superintendent Christensen indicated that he had in any event intended to carry out a survey of detachments to determine the amounts of time being spent on a variety of functions including, among others, those cited in the draft agreement as non-police functions. The results of this survey are summarized in Table 5 below. This table shows the man hours spent on several of the major functions included in the survey with an aggregation of various miscellaneous and less important functions. It should also be noted that survey returns included only one item under the heading of "Preparation of Court Documents". In a subsequent discussion with Superintendent Christensen it was suggested to us that approximately 85% of the time spent under this function would relate to the preparation of informations and court briefs with the remaining 15% relating to the preparation of other (unspecified) court documents.

TABLE 5

MAN HOURS SPENT ON VARIOUS FUNCTIONS DURING THE PERIOD OCTOBER 1, 1974 TO SEPTEMBER 30, 1975

Functions	Estimated Man Hours Used: Provincial Policing	Estimated Man Hours Used: Municipal Policing	Estimated Man Hours Used: Total
Escorting mental patients	910	140	1,050
Preparation of court documents (other than informations and court briefs)	1,670	250	1,920
Transporting of prisoners following their first appearance in court	2,920	440	3,360
Acting as court orderlies in county and appeal courts, etc.	4,030	600	4,630
Preparation of informations and court briefs	9,450	1,410	10,860
Miscellaneous additional functions such as blood relays, parades, policing of arenas and sporting events, etc.	3,650	550	4,200
All functions	22,630	3,390	26,020

As far as the draft of the proposed new contract is concerned, only the first four items in the above table could fall within the scope of the excluded "non-police functions" and there may even be some doubt as to whether the preparation of court documents other than informations and court briefs would fall into this category.

It therefore appears that the maximum man hours spent on the above non-police functions which could be excluded under the new contract by staff engaged in provincial policing is approximately 9,500 man hours per year or between 4 and 5 man years per contract year.

The corresponding involvement in the case of staff engaged in municipal policing is approximately 1,400 man hours, or less than one man year per contract year. It therefore appears that the amount of time spent by R.C.M.P. staff in the province in performing the above functions which are to be excluded under the new agreements represents a very small proportion of the total man hours devoted to policing.

As far as the impact of these exclusions on other Department of Justice programs is concerned, the escorting of mental patients and the transporting of prisioners following their first appearance in court would presumably fall within the responsibility of the Sheriff system. The amount of time involved (approximately 3,800 man hours) would appear to require (as a minimum) the services of two additional sheriffs assuming that all existing staff is fully utilized. However, we do not have information on the geographical distribution of the time spent on these functions and hence this could result in a greater requirement for additional sheriffs with a corresponding inefficient use of the additional men allocated. However, for the purpose of determining the likely cost impact it is probably reasonable to assume that two additional sheriffs would be required.

Following a similar line of argument, exclusion of the remaining two non-police functions would appear to necessitate the hiring of, say, two additional court orderlies and one or more court stenographers.

The above-noted survey did not include information relating to the collecting of voluntary fines on the highway by traffic policemen, apparently on the basis that it would be rather difficult to isolate and quantify the amount of time involved. However, in our discussions with "J" Division administration it was stressed on more than one occasion that this is the area of non-police functions about which the Division has greatest concern, both in terms of the inappropriate use of police manpower and in terms of principle also.

We understand that the objections in principle of the Force to the collecting of voluntary penalties have already been expressed to each of the provinces by the Solicitor General. These objections relate mainly to the public's perception of the role of the Force in relation to its involvement in the collection of voluntary penalties.

Quite apart from this, however, there is also an objection based on economic grounds due to the time involved in the collection of the penalty, the issue of receipts, the accounting for amounts collected by individual members, and the subsequent accounting and auditing procedures required at various levels, all of which utilize time of R.C.M.P. members which could more appropriately be devoted to policing.

It is quite possible that discontinuance of this function by the R.C.M.P. will have more significant financial implications in relation to other programs of the Department of Justice or of the government than would the non-police functions already discussed above. However, since we have been unable to obtain any statistical data from the R.C.M.P. in this regard we are not in a position to attempt to quantify the financial impact.

Presumably information on numbers of voluntary penalties being levied each year are available from Department of Justice records and it should therefore be possible to quantify the magnitude of the additional task which would have to be undertaken by other staff if the R.C.M.P. discontinued this function. This information, combined with identification of the alternative ways in which penalties for highway traffic violations could be collected, would permit at least a broad assessment of the financial impact.

We therefore wish to obtain your views on this matter to determine whether a more detailed assessment is required at this stage. If so, we would be pleased to assess any alternative approaches which you might consider desirable.

In summary therefore it appears that the exclusion of non-police functions is unlikely to have a significant cost impact, with the possible exception of collection of voluntary fines on the highway by traffic policemen. Even in this case, however, there appears to be sound arguments for having the function performed by persons other than policemen. In fact, in the case of all such functions it can be argued that the additional costs involved in departmental or governmental programs other than policing as a result of the discontinuance of these functions by policemen is likely to be offset by corresponding benefits under the policing program due to the availability of additional time of existing police manpower which can be devoted to policing. The one area of difficulty in this regard is that a total discontinuance of all of these functions by the police could result in the necessity for appointment of additional staff in other programs who would be seriously under-utilized due either to the volume of the non-police functions involved or to their geographical distribution. However, the comments made by the federal authorities in the recent analysis of provincial policing agreements which they submitted to the Department of Justice seemed to indicate quite clearly that the Force will be flexible regarding the provision of non-police services, particularly where it is impractical for a province to provide an alternative. There was an added proviso, however, to the effect that the collection of voluntary fines will not be continued indefinitely on this exception basis.

INCREASE IN CHARGES TO PROVINCE FOR PROVINCIAL POLICING FOR FISCAL YEAR 1976/77 OVER FISCAL YEAR 1975/76

The earlier parts of this section provide an assessment of the cost impact of changes in provincial contract provisions based on historical cost levels. While this represents one of the major concerns as far as the negotiation of new contract terms is concerned, it does not quantify the budgetary implications of the new contract for the

Department of Justice for the 1976/77 fiscal year.

In order to assess the budgetary implications it is necessary to make an assessment based on projected policing costs for the fiscal year ending March 31, 1976, including appropriate allowances for salary increases, overtime, changes in establishment, increases in equipment costs, increases in the shareable percentage to be paid by the Province, and so on. By analyzing all of these factors it is possible to identify the ocmponents of the total cost increase for the 1976/77 fiscal year over those of 1975/76 attributable to changes in contract provisions per se, and those attributable to inflationary increases in costs or changes in establishment which would have occurred whether or not the contract provisions had been changed.

In the latter part of December, additional cost tables based on an estimate of policing costs for the 1975/76 fiscal year were prepared by the federal government and distributed to "J" Division and the Province. While we are making reference to these additional cost tabulations in carrying out the analyses referred to above, there are certain features of the tables which may be inappropriate, as noted below.

First of all, the R.C.M.P. headquarters staff in Ottawa have prepared the estimates of provincial policing costs from projections of total divisional expenditure for the fiscal year 1975/76, assuming that the proportion of that total divisional expenditure attributable to provincial policing will be the same as the proportion which applied in fiscal year 1974/75. In other words, the estimates are not a direct projection of the individual components of costs making up provincial policing but rather are derived indirectly from projections for the total activities of "J" Division. On the basis of discussions which we have had with R.C.M.P. Headquarters staff in Ottawa we have concluded that this basis of estimation, while indirect, is likely to produce a realistic estimate of cost, and one that would tend to be high rather than low.

We are unable to specifically assess the validity of the projected national average per capita cost for provincial policing which would have applied for the fiscal year 1976/77 if the existing contract terms had remained in effect. However, based on discussions with Headquarter's staff we have determined that the basis of the calculation is consistent with that which has applied in previous years and hence we have no reason to doubt the validity of the projected (hypothetical) national average per capita cost figure.

However, in determining the estimated total cost which would have applied if the existing contract arrangements had been continued throughout fiscal year 1976/77, the above-noted national average per capita cost has been multiplied by a contract strength of 312 men. This appears to be a totally unrealistic figure in that contract strength has not been as low as this since the early part of fiscal year 1973/74.

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This understatement of contract strength tends to greatly inflate the impact of the change in contract provisions. On the basis of subsequent checking with both R.C.M.P. Headquarters in Ottawa and "J" Division staff we have established that a more realistic contract strength for 1976/77 if the existing contract had remained in effect would be of the order of 325. Certainly this is much more consistent with the contract strength used for purposes of the last six month billing period (i.e. April 1, 1975 to September 30, 1975) of 323.7 men, and the projected total establishment for provincial policing for fiscal year 1976/77 of 336 men.

Of the various increases in policing costs between 1974/75 and 1975/76 it appears that the largest by far is that attributable to increases in the total remuneration of R.C.M.P. members. Firstly, there was a 14% increase in pay rates effective April 1, 1975. However, this increase was compounded by the impact of the greatly increased overtime costs which it is projected will be incurred in 1975/76 as compared to 1974/75. In addition, the effect was further compounded by an extensive reclassification of R.C.M.P. members which took place during 1975. The estimated combined effect on remuneration levels of the foregoing factors is of the order of 23%.

In addition, we have been informed that there was a major percentage increase in equipment costs although we were not able to obtain more specific information in this case. A comparison of the projected aggregate costs for fiscal year 1976/77 as compared to those for fiscal year 1974/75 are shown in Table 6 below.

TABLE 6

ESTIMATE OF TOTAL INCREASE IN COST TO NEW BRUNSWICK OF PROVINCIAL POLICING FOR FISCAL YEAR 1976/77 OVER FISCAL YEAR 1975/76

Projected total cost to Province of provincial policing for 1976/77 based on federal estimates, including projected overtime costs, with "overhead" components computed on the basis of an establishment of 336 men, and assuming a provincial share of total expenditures of 52%	$ 6,151,000
Projected total cost to Province of provincial policing for 1975/76, based on an average contract strength of 323.7 men for the fiscal year, a national average per capita cost of $ 28,992.12, a provincial share of 50% and accomodation costs of $ 41,139.	$ 4,733,000
Estimated total increase in cost to Province of provincial policing for fiscal year 1976/77 over fiscal year 1975/76	$ 1,418,000

The total increase of $ 1,418,000 represents an additional 30% over the estimated 1975/76 fiscal year provincial policing expenditures of $ 4,733,000.

An approximate analysis of the sources of the above increase in budget requirements from fiscal year 1975/76 to fiscal year 1976/77 is set out in the following paragraphs. A precise analysis is not possible since not even the federal authorities have available a breakdown of the projected 1975/76 expenditures for provincial policing by category of expenditure. However, we have sufficient information regarding the trends in most of the elements of cost to establish that the approximate analysis we have carried out is reasonable.

One of the major elements for which we do not have accurate information, however, is that of the increase in overtime payments. In this case we have based our assessment of the increased cost on estimated total overtime payments for 1975/76 of $ 725,000 as compared to estimated total overtime payments for 1974/75 of $ 275,000. The former figure we have obtained by comparing total remuneration to R.C.M.P. personnel in fiscal year 1974/75 with the total of pensionable salaries for the same staff for the same period. (Total remuneration includes overtime whereas pensionable salaries do not).

As a first step in the analysis of the increased costs we are setting out in Table 7 below details of the components of the total increase which are attributable to the change in costing basis, the change in shareable percentage, and the general inflationary increases and increases in staff which occurred between the two fiscal years in question.

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TABLE 7

IDENTIFICATION OF MAJOR FACTORS GIVING RISE TO ESTIMATED INCREASE IN NEW BRUNSWICK SHARE OF PROVINCIAL POLICING COSTS FROM FISCAL 1975/76 TO FISCAL 1976/77

Change from national average to direct cost basis	$ 142,000
(The amount shown against this heading is the additional cost which the Province would have incurred during fiscal year 1975/76 if the direct cost basis had been in effect during that period).	
Inflationary increases and volume changes between 1975/76 and 1976/77	$ 1,039,000
(The amount shown against this heading is the difference between the estimated costs to the Province for 1975/76 and 1976/77 if the direct cost basis was in effect in each year and the shareable percentage was 50% in each year. Since charges to the Province in a fiscal year are always based on the prior year's expenditures, the inflationary impact is actually that which occurred between fiscal year 1974/75 and fiscal year 1975/76).	
Change in shareable percentage from 50% to 52%	$ 237,000
Estimated Total Increase	$ 1,418,000

From the above it can be clearly seen that by far the major portion of the total increase in cost is attributable to general inflationary increases and increases in volume of services which are, of course, quite independent of the change in the contract provisions per se. While this inflationary impact is based on the difference between the charges which would have been incurred under the new contract if it had been in effect for fiscal year 1975/76 and those which will be incurred in 1976/77 it can readily be established that the result would not be significantly different in changes in unit costs on the existing contract basis were considered.

For example, under the existing contract the projected per capita cost for the fiscal year 1976/77 is $ 35,568 compared to a corresponding figure of $ 28,992 for fiscal year 1975/76. Based on a continuation of a provincial shareable percentage of 50%, the increase in provincial costs for 1976/77 over 1975/76 on the existing contract basis would amount to $ 3,288 per capita (i.e. 50% of the increase in total per capita). Based on the estimated average contract strength for fiscal year 1975/76 of 323.7 men, this increase in per capita cost would result in an increase in the required provincial budget for provincial policing of $ 1,064,000 to cover inflationary increases in costs, compared with the corresponding amount of $ 1,039,000 shown in Table 7 above.

Finally, we are setting out in Table 8 below an approximate analysis of the expenditure components giving rise tothe total inflationary increase of $ 1,039,000 between fiscal year 1975/76 and fiscal year 1976/77.

TABLE 8

APPROXIMATE BREAKDOWN OF INFLATIONARY INCREASES BETWEEN FISCAL 1975/76 AND FISCAL 1976/77, BY MAJOR CATEGORIES OF EXPENDITURE

Category Of Expenditure	Cost Increase
Basic salaries (R.C.M.P. members and civilians)	$ 467,000
Increased overtime payments	225,000
Equipment, maintenance, repairs, etc.	175,000
"Overhead" costs such as pensions, divisional administration, departmental administration, etc.	172,000
Total Inflationary And Volume Increases	$ 1,039,000

In conclusion, therefore, it is evident that only about 27% of the projected increase in costs for provincial policing from 1975/76 to 1976/77 is directly attributable to the introduction of the proposed new contract with the federal authorities, assuming continuation of the same range of services. The cost increase, and the percentage attributable to changes in contract provisions, could increase somewhat if the possible future impact of exclusion of non-police functions is included. This latter factor does not appear to be significant although it does require further investigation to firmly establish this conclusion.

III - COMPARISON OF COST OF EXISTING AND PROPOSED DIRECT MUNICIPAL CONTRACTS

As in the case of the provincial policing contract, charges for municipal policing services are presently levied on a national average per capita cost basis. However, the actual method of calculation of the per capita cost differs significantly from that for the provincial policing contract. This is further explained below.

EXISTING BASIS OF COSTING FOR DIRECT MUNICIPAL CONTRACTS

The per capita cost on which charges under existing direct municipal contracts for any fiscal year are based is determined by dividing the total number of members of the Force serving in the contract provinces on the last day of the fiscal year into the sum of all expenditures made by Canada during the fiscal year for the purpose of operating and maintaining the Force in the contract provinces, excluding expenditures relating to land acquisition, construction of buildings, remuneration for services of members of the Corps of Commissionaires and operational expenditures of Marine, Air Services and Depot divisions, and adding to the foregoing result specified charges for recruit training and pensions.

It should be noted that the aggregate cost used in the numerator of the per capita calculation is the total expenditure for all categories of policing activity including federal and provincial as well as municipal policing, and all divisional administration expenditures. Similarly, of course, the denominator of the per capita calculation is the aggregate of all members of the Force engaged in all of the policing activities for which expenditures are included in the numerator.

PROPOSED BASIS OF COSTING FOR DIRECT MUNICIPAL CONTRACTS

Charges to municipalities under the proposed new direct municipal contract are also levied on a per capita basis. However, in this case the per capita cost of "basic" expenditures for any fiscal year (as defined in Section II for provincial policing) is calculated as the total expenditures made by Canada in that fiscal year to provide municipal police services in all municipalities being policed by the R.C.M.P. in the Province, divided by the number of members employed in providing municipal police services under direct contract as at March 31 of the fiscal year.

The addition to the "basic" per capita cost in respect of "overhead" costs relating to divisional administration, departmental administration and recruit training is similarly calculated. The denominator of this portion of the per capita calculation is the same as for basic costs above. The numerator of this portion of the per capita calculation is obtained by multiplying the number of members employed in municipal police service by:

(i) In the case of divisional administration, the total cost of divisional administration (including 15% of member's pay for pension contributions) divided by the total number of members in the division as at March 31 of the preceding fiscal year, excluding divisional administration staff; and

(ii) In the case of departmental administration and recruit training, the total cost of defined components of such administration and the total cost of training (including 15% of members' pay for pension contributions) divided by the total number of members of the Force as at March 31 of the previous fiscal year.

Finally, the foregoing aggregate expenditures in the numerator of the per capita calculation are reduced by the amount of expenditures incurred to transfer members to or from municipalities.

The above per capita cost for any fiscal year will be used to determine charges under direct municipal contracts in the following fiscal year. The specified percentages of the per capita charge will be levied in respect of each member employed under a direct municipal contract in the billing period not in the period in respect of which the per capita charge is calculated. This differs from the new provincial policing contract in that in the latter case, the charge in respect of a fiscal year is based directly on expenditures in the preceding fiscal year regardless of any changes in establishment which may have taken place in the intervening period.

COMPARISON OF COSTS UNDER EXISTING AND PROPOSED MUNICIPAL AGREEMENTS

A comparison of the aggregate costs to municipalities under the existing and proposed direct municipal contracts is shown in Table 9 below. This comparisonis based on the assumption that the shareable percentages remain at the existing level and that there is no change in the range of services covered under the two contracts. In addition, Table 10 below provides an analysis of the changes in costs by major expenditure categories.

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TABLE 9

COMPARISON OF TOTAL COSTS TO MUNICIPALITIES UNDER EXISTING AND PROPOSED MUNICIPAL CONTRACTS, FISCAL YEAR 1974/75, ASSUMING NO CHANGE IN % SHAREABLE OR IN RANGE OF COVERED SERVICES

Expenditure Category	Cost Under Existing Contracts*	Cost Under Proposed New Contracts**
Departmental Administration	$ NIL	$ 21,061
Divisional Administration	48,518	79,420
Recruit Training	14,893	30,621
Pensions***	44,019	52,287
"Basic" municipal policing costs, including mileage****	616,732	434,583
Sub-total	$ 724,162	$ 617,972
Offset for expenditures re transfer of members to and from municipalities	NIL	13,011
Offset revenue	NIL	590
Total costs to municipalities	$ 724,162	$ 604,371

* Based on 20 men at 75% and 31 men at 50% (an average multiplier of 30.5).

** Ignoring stipulation that existing cost level represents a minimum.

*** Includes total pension charges under existing contract. However, under the new contract pension charges are also included in each of the first three expenditure categories.

**** Mileage for 1974/75 (existing contract) = $ 32,262.

TABLE 10

ANALYSIS OF COST CHANGES UNDER MUNICIPAL CONTRACTS, BY CATEGORY OF EXPENDITURE, FISCAL YEAR 1974/75, ASSUMING NO CHANGE IN % SHAREABLE OR IN RANGE OF COVERED SERVICES

Expenditure Category	Change For New Contract Over Existing Contract
Departmental Administration	+ $ 21,061
Divisional Administration	+ 30,902
Recruit Training	+ 15,728
Pensions*	+ 8,268
"Basic" municipal policing costs, including mileage	- 182,149
Sub-total	- $ 106,190
Offset for expenditures re transfer of members to and from municipalities	- 13,011
Offset revenue	- 590
Total change	- $ 119,791

* Represents difference between total pension charges under existing contract and pension charge for members employed in municipal policing under new contract. Other pension charges are included in the first three expenditure categories.

The increase in the charge under the new contract for departmental administration is due to the fact that there was no charge under the existing contract formula in respect of departmental administration. The increase in costs for divisional administration is largely attributable to the change in the basis of accounting for these expenditures under the new costing formula and the fact that the per capita cost of divisional administration is higher in New Brunswick than in most other provinces.

The increase in cost relating to recruit training is essentially due to the fact that such costs were accounted for only approximately under the existing formula.

The increase in cost of pensions is due to a change in the rate of contribution charged for pension purposes and as indicated in Table 10 the increase which would have occurred in this regard has been offset by the fact that pension costs previously accounted for in total have been partly reallocated to other expenditure categories such as departmental administration, divisional administration and recruit training.

The large decrease in basic municipal policing costs is directly attributable to the fact that the previous per capita charges under direct municipal contracts were not related to the actual expenditures incurred by Canada in respect of municipal policing services. Hence, municipalities have historically been charged at a higher rate than could be justified on the basis of the expenditures actually made in providing policing services on their behalf.

OVERTIME

The general comments regarding overtime made in Section II with respect to provincial policing apply also to municipal policing. Again, we have no hard data relating to projected overtime payments under direct municipal contracts but we have been informed by staff of "J" Division that these will be small.

One point which is worth noting with respect to overtime under direct municipal contracts is the basis on which it will be charged. In a recent discussion with staff of R.C.M.P. headquarters in Ottawa we were informed that charges would not be made on an average basis for all municipalities since this would be unfair to those municipalities who, during a given period, did not incur any overtime. Therefore, the process which will be adopted in practice is that overtime will be accounted for separately, with an average hourly cost of overtime determined in respect of a given fiscal year and this average hourly cost applied to the actual overtime hours incurred by each municipality in the subsequent fiscal year (i.e. the billing period). This methodology is not stipulated in the draft contracts which we have in our possession at the present time. However, we understand that it will be appropriately included in the final version of the direct municipal contract.

EXCLUSION OF NON-POLICE FUNCTIONS

Again, this matter has been discussed in Section II of the report. From the data collected in the "J" Division survey relating to non-police functions it is clear that the impact with respect to direct municipal contracts is likely to be negligible.

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Again, the question of the impact of the R.C.M.P. discontinuing collection of voluntary penalties is unresolved. However, we presume that this is not likely to be a significant element in the case of municipal detachments. If it is considered desirable to pursue the question of collection of voluntary penalties further with respect to provincial policing, a similar assessment could readily be carried out at the same time with respect to municipal policing.

Following our meetings with you to review our draft report, we had further discussions with Superintendent Christensen regarding the Division's position with respect to the enforcement of certain common municipal by-laws of which you had notified us. The position seems quite clear with respect to direct municipal contracts in that the R.C.M.P. members employed under such contracts do systematically enforce municipal by-laws as and when required, and this situation will apparently continue under the new agreements.

With respect to municipalities receiving umbrella coverage the position is somewhat different. Firstly, it appears that the approach may vary from detachment to detachment. Secondly, it appears that, while some detachments may in fact enforce municipal by-laws, the Division does not consider this to be their responsibility under the terms of the new provincial policing agreement. However, where it is obviously impractical for a municipality to provide an alternative, the R.C.M.P. will probably continue their past practices.

INCREASE IN CHARGES TO MUNICIPALITIES FOR MUNICIPAL POLICING FOR FISCAL YEAR 1976/77 OVER FISCAL YEAR 1975/76

Due to the major decrease in per capita charges for municipal policing as the result of the change in costing basis, the budgetary implications of the proposed new direct municipal contracts are quite different to those for the provincial contract.

This matter is explored further below on the basis of the total establishment for direct municipal contracts of 51 which existed at the beginning of the present fiscal year.

The new municipal contracts stipulate that no municipality shall pay less in the first year of the new contract than under the last year of the existing contract. The per capita charge for municipal policing in the final year of the existing contract is $ 22,684.60 which results in a per capita charge of $ 11,342.30 for each of the first five men covered by a direct municipal contract and a per capita charge of $ 17,013.45 for the sixth and subsequent men covered by such a contract. On the basis of a total establishment of 51 men, twenty of whom would be charged at the rate of $ 17,013.45 and 31 of whom would be charged at the rate of $ 11,342.30, the estimated total cost to municipalities in the final year of the existing contract, including mileage charges of approximately $ 32,000, would be of the order of $ 724,000. This then would represent the minimum aggregate cost level in the first year of the new contract.

The projected per capita cost to municipalities in the first year of the new contract is $ 22,540 including mileage charges, leading to a per capita charge of $ 11,721 for each of the first five men covered by any direct municipal contract, and a per capita charge of $ 17,356 for the sixth and subsequent men. On this basis, again assuming an establishment of 51 men, twenty of whom would be charged at the higher rate and 31 at the lower rate, the projected total charges to municipalities in the first year under the new direct contracts would be approximately $ 710,000. Since this is less than the total charges in the final year of the existing direct contracts, the total charges to municipalities would not increase for fiscal year 1976/77 over fiscal year 1975/76.

One qualification which should be made in this regard is that the per capita charges under the new contract will be levied on the basis of the contract strength during the fiscal year 1976/77. Therefore, if the number of men engaged under a given direct municipal contract increases, the threshold amount of 1975/76 costs could be exceeded with a resulting increase in budgetary requirements for that municipality.

The recent projections for direct municipal contracts carried out by the federal authorities include an establishment of 55 rather than the establishment of 51 to which we have referred above as at April 1, 1975. However, we understand that the additional men arise as a result of new direct contracts rather than increases in the strength of existing contracts. Assuming this to be the case, all municipalities who had a direct contract in effect for the whole of fiscal year 1975/76 would have the same cost level for fiscal year 1976/77 as they did for fiscal year 1975/76, assuming no increase in the total establishment under the contract. (Conversely, however, it is not clear as to whether a decreased cost would be incurred if the average strength under a direct contract decreased for fiscal year 1976/77 as compared to fiscal 1975/76).

In conclusion, therefore, any increases in costs which are incurred by municipalities for fiscal year 1976/77 over fiscal year 1975/76 will be in respect of increases in manpower or overtime charges, and even then are likely to be small. Most municipalities should incur the same level of cost in 1976/77 as in 1975/76.

IV - ASSESSMENT OF UMBRELLA COVERAGE FOR TOWNS AND VILLAGES

In addition to the existing contract relating to provincial policing, there is a supplementary "umbrella" contract which provides that provincial police services will also extend to towns and villages which do not have their own police forces and are not covered under direct municipal contracts with the R.C.M.P..

The provision for umbrella coverage will be continued in conjunction with the proposed new provincial policing agreement. However, municipalities with population in excess of a specified level (probably 1,500) will be required to enter into direct municipal contracts when manpower becomes available, or else establish their own police forces. The commitment of provincial police services manpower to policing under the umbrella contract can therefore be expected to reduce in future years.

As part of the survey relating to non-police functions referred to in Section II we also requested "J" Division to obtain information on the man years expended by provincial police services in the policing of towns and villages with under 1,500 population. A commentary on this information is presented below.

Based on the survey results, during the period October 1, 1974 to September 30, 1975 a total of 82.25 man years were expended by provincial police services in policing towns and villages under 1,500 population. This represents approximately 25% of the total establishment of 330 men for provincial police services at April 1, 1975 (the mid-point of the period in question).

In addition, on a basis of information derived from the survey of all detachments in the province carried out by "J" Division in 1975 we have calculated that the total population covered under provincial policing is of the order of 315,000, while the total population covered under provincial policing who are residents of towns and villages with less than 1,500 population is of the order of 47,000. This means that the latter population group represents approximately 15% of the total population covered under provincial policing.

We did not request as part of the above-mentioned survey corresponding data on man years expended by provincial police services in policing municipalities in excess of 1,500 population under the umbrella contract. However, Table 11 on page V-4 provides information on the estimated manpower which would be required to police municipalities in excess of 1,500 if they were to enter into direct municipal contracts. This table indicates that for an assumed total population for these municipalities of 30,107, a total establishment of 46 would be required, producing a police to population ratio of 1 to 655, while for towns and villages under 1,500 population, the data presented above would indicate a police to population ratio of 1 to 573. Therefore, while the survey data appears to indicate that the proportion of total man years allocated to towns and villages under 1,500 population is disproportionate to the actual numbers of residents of these towns and villages, the resulting police to population ratio is reasonably consistent with that which would obtain for municipalities with over 1,500 population in the estimated staffing requirements set out in Table 11.

Assuming that the estimated staffing of 46 for municipalities in excess of 1,500 population is representative of the present level of man years expended on policing such municipalities, the foregoing information also indicates that the police to population ratio for the remaining population covered by provincial policing (i.e. all those outside towns and villages) is 1 to 1179. However, since this residual manpower also includes all men engaged in highway patrol the actual police to population ratio for the remaining police activities excluding highway patrol would presumably be much higher.

On the basis of the projected total cost for provincial policing for 1976/77 under the proposed new agreement, the 25% of total man years allocated to policing towns and villages with under 1,500 population would equate to $ 2,957,000 of the projected cost. The corresponding cost to the Province for such policing for 1976/77 would be 52% of this amount, or $ 1,538,000. However, the charges made to the towns and villages in question with respect to the umbrella coverage provided would amount to approximately $ 264,000 based on a per capita charge of $ 5.60 and a population of 47,096. It can therefore be seen that there is a very wide discrepancy between the cost apparently incurred in providing umbrella coverage to such towns and villages and the amounts actually charged to them.

The per capita charge for umbrella coverage for towns and villages with under 1,500 population would have to be increased from $ 5.60 to $ 32.70 in order to fully recover the apparent costs incurred by the

Province in providing policing services to these towns and villages on the basis of the above data.

The above information has been collected by means of a brief survey on an ad hoc basis. However, information of this kind relating to the distribution and utilization of police manpower is presumably of very direct interest to the Department of Justice in administering and evaluating policing programs. It may therefore be desirable to attempt to obtain information of this kind on a systematic basis in future. This is one example of the kind of data of a non-financial nature to which we refer in the closing paragraph of Section VIII dealing with future information requirements.

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V - POTENTIAL IMPACT OF NEW DIRECT MUNICIPAL CONTRACTS

Section 5 of the proposed new provincial policing agreement indicates that provincial police services shall not be required to provide coverage (under the umbrella contract) to municipalities having a population above a level to be specified. We understand that the position of the federal authorities is that the stipulated population level should be 1,500, but that the Province (as well as certain other provinces) would prefer to see the maximum population level set at 2,000.

In theory, for municipalities with population above the specified level, policing by the R.C.M.P. will in future be made available only under direct contracts. In practice, however, any move towards putting this stipulation into effect will depend on the availability of the additional manpower required to provide services under these direct contracts. The implementation of such direct contracts will therefore be a gradual process.

It should also be noted that, since policing of municipalities above the specified limit is presently the responsibility of provincial police services, assumption of this responsibility by municipal detachments under direct contract would reduce the total workload of the provincial police services. Hence some of the staffing for direct municipal contracts could conceivably be found from the manpower presently allocated to provincial police services. This matter is discussed further below.

In spite of the fact that the proposed new cost basis for direct municipal contracts results in a lower per capita charge than under the present direct municipal contracts, the change from umbrella coverage to a direct contract has major financial implications for any of the municipalities involved. This is, of course, largely attributable to the fact that the amounts presently charged by the Province to municipalities for umbrella coverage do not bear any direct relationship to the cost of providing the coverage.

The thirteen municipalities who, when manpower becomes available, would be required to enter into direct contracts (or else establish their own police forces) are as follows, listed in descending order of population: Quispamsis, Grand Bay, Saint Basile, Beresford, Hampton, Saint Quentin, Atholville, Chipman, Perth-Andover, Bas Caraquet, Balmoral, Petit Rocher and Nelson-Miramichi.

For each of these municipalities, we obtained information from "J" Division relating to the totals of various categories of police activities which were attributable, respectively, to the municipality and to the total area covered by the detachment which served the municipality. From this data we estimated the proportion of each detachment's total strength allocated to policing the municipality. We then met with Superintendent Christensen of "J" Division and discussed with him the level of staffing which he considered would be required for each of the municipalities in question based on population, geographical characteristics and other factors normally taken into account by the R.C.M.P. in establishing staffing levels. Based on this data we were able to estimate the cost which would be incurred by each municipality if it were to enter into a direct contract, based on per capita charges for direct municipal contracts for the fiscal year 1976-77.

A comparison of the existing and potential direct contract charges to the above thirteen municipalities based on unit costs for 1976-77 are set out in Table 11 below. The present charges are based on the existing formula for umbrella coverage of $ 5.60 per head of the population of the municipality served. The population figures in question are taken from the recent survey of all detachments in the province carried out by "J" Division.

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TABLE 11

Potential Cost Impact Of Direct Contracts

For Municipalities Over 1,500 Population

Municipality	Assumed Population	Estimated Present Cost To Municipality	Estimated Manpower Required For Direct Contract	Per Capita Cost For Direct Contract For 1976/77	Potential Cost Of Direct Contract	Potential Increase In Cost **
Quispamsis	4,000	22,400	6	12,660*	76,000	53,600
Grand Bay	3,000	16,800	4	11,721	46,900	30,100
Saint Basile	2,887	16,200	4	11,721	46,900	30,700
Beresford	2,656	14,900	4	11,721	46,900	32,000
Hampton	2,500	14,000	3	11,721	35,200	21,200
Saint Quentin	2,177	12,200	3	11,721	35,200	23,000
Atholville	2,091	11,700	3	11,721	35,200	23,500
Chipman	2,021	11,300	3	11,721	35,200	23,900
Perth-Andover	2,005	11,200	3	11,721	35,200	24,000
Bas Caraquet	1,752	9,800	3	11,721	35,200	25,400
Balmoral	1,728	9,700	3	11,721	35,200	25,500
Petit Rocher	1,700	9,500	4	11,721	46,900	37,400
Nelson-Miramichi	1,590	8,900	3	11,721	35,200	26,300
Totals	30,107	$ 168,600	46		$ 545,200	$ 376,600

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* Higher per capita cost due to higher shareable percentage for sixth man.

** This cost increase does not include the cost of accomodation which would have to be provided by the municipality under the terms of a direct contract.

The cost impact for the various municipalities varies according to the relationship between present population and projected staffing requirements. The additional cost ranges from around $ 21,000 to over $ 53,000. For all thirteen municipalities combined the potential cost increase based on 1976-77 unit costs is $ 376,600, or 223% of the estimated total current cost. Futhermore, if the current basis of charging municipalities for umbrella coverage continues, the potential increase in cost will accelerate rapidly in future years due to a decrease in the percentage of total costs shared by the federal government under the new costing formula, together with the inflationary increases in salaries and other elements of expenditure which will undoubtedly occur.

The estimated total manpower required to establish direct contracts with the above thirteen municipalities is 46 based on existing population levels. The resulting ratio of police to population is 1 to 655. This ratio is somewhat higher than the overall total for provincial policing (1 to 955) or for existing direct municipal contracts (1 to 866). This somewhat higher ratio of policemen to population is partly attributable to the inclusion of a minimum of three staff for any municipality in the staffing levels in Table 11. This minimum was included on the basis that it is necessary in order to achieve an adequate level of coverage on an around-the-clock basis and was confirmed by Superintendent Christensen as corresponding to the Division's operational norms.

As indicated earlier in this section, the workload of provincial police services would be reduced as the result of the transfer of the responsibility for policing the above-noted municipalities to municipal detachments established under direct contract (or to municipal police forces). However, the offset would not be equivalent to the total number of staff required for direct contracts, partly as the result of the impact of the minimum staffing level of three discussed above, as well as the need in some areas for an increase in the existing staff complements to achieve adequate coverage. We have assessed in general terms the likely reduction in required resources for provincial policing based on existing levels of coverage and have concluded that it would amount to approximately thirty men. In other words, based on the existing levels of coverage for provincial policing, it would seem feasible to establish direct municipal contracts for all thirteen municipalities listed above with a total increase in manpower resources of sixteen.

This conclusion must, of course, be qualified in the sense that existing levels of coverage may not be considered satisfactory, and the priorities of the Department of Justice might be such as to suggest that any available reduction in existing responsibilities for provincial policing should be redistributed so as to achieve a more adequate level of coverage for the remaining provincial policing responsibilities. However, since it was not the purpose of this report to specifically assess questions of this kind we do not intend to pursue the matter beyond these tentative conclusions.

One important factor which should be noted with regard to the implementation of direct municipal contracts is that they could result in a substantial shift of policing costs from the Department of Justice to individual municipalities if existing levels of coverage for provincial policing were maintained. This could, of course, have significant implications with respect to the projected future rate of growth of provincial policing expenditures.

As far as the provincial government as a whole is concerned this may represent no more than an inter-departmental transfer of costs on the basis that a substantial increase in policing costs for the municipalities in question might have to be reflected partly or wholly in increased grants from the Department of Municipal Affairs. In the event that the Department of Municipal Affairs would not compensate municipalities for the full increase in policing costs as a result of direct contracts, maintenance of the existing basis of charging for umbrella coverage would provide a strong incentive for the municipalities to avoid entering into direct contracts until they were absolutely forced to do so. This is a somewhat illogical situation if the province favours the principle of direct contracts for municipalities above a specified population level (which appears to be the case since the concerns expressed to us have related to the level of population at which direct contracts should apply rather than to the principle of direct contracts per se).

It would therefore seem desirable to review the existing cost basis of $ 5.60 per head of the municipal population with a view to bringing it more into line with the actual costs of policing the municipalities in question, probably on a gradual basis. Based on the information presented in Table 11, the charge per head of the municipal population required to meet the level of cost which would be incurred under new direct municipal contracts in 1976/77 is of the order of $ 18.00 (excluding accomodation costs).

However, on the basis of the projected 1976/77 cost per R.C.M.P. member under provincial policing the resulting charge per head of the municipal population would be even higher. This is due to the fact that unit costs under the proposed new federal agreements are higher for provincial services than for municipal services. A rough calculation indicates that on the basis of projected costs per R.C.M.P. member for provincial policing for 1976/77 and the staffing requirements set out in Table 11, the required charge per head of municipal population for the above municipalities in order to recoup the full provincial costs per member would be of the order of $ 28.00. However, if the per capita charge was based on total provincial policing costs divided by the total population subject to provincial policing, the effect of the higher staffing ratios for direct municipal contracts would be eliminated and the resulting per capita charge would be of the order of $ 20.00.

The information presented in Table 11 above includes all municipalities with population in excess of 1,500 presently policed under umbrella coverage. The alternative population cut-off point being discussed between the provinces and the federal government is 2,000 rather than 1,500. This would mean that the municipalities of Bas Caraquet, Balmoral, Petit Rocher and Nelson-Miramichi would be permitted to continue under umbrella coverage and it would probably be quite some time before the respective populations exceeded the increased cut-off point of 2,000. If this higher cut-off point was adopted it would mean that the estimated manpower required for additional direct contracts would be 33 rather than 46 and that the potential increase in cost would be $ 262,000 per annum, representing an increase of approximately 200% over the existing cost base for nine municipalities of $ 130,700.

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VI - FINANCIAL AND STATISTICAL REPORTING

As we already indicated earlier in this report, the process of obtaining the necessary data to evaluate the cost impact of the proposed new agreements has been very time consuming and the results less than what we had expected. With the introduction of a direct basis of costing this matter becomes even more important since charges to the Province will be based directly on provincial decisions regarding manpower and other resources and provincial involvement in the budget development process should presumably increase.

In addition to the purely financial aspects of the operation of the new agreements, the Department of Justice will also presumably be interested in various elements of information which would enable it to assess the effectiveness of present policing activities in terms of the numbers and distribution of police manpower in relation to factors such as population distribution, incidence of crime, and so on. Information of this latter nature has probably been made available in the past on request. In the event that this has not been the case it is perhaps a feature which should be covered by the terms of the agreement if this appears necessary on the basis of past experience.

Subsection (5) of Section 12 of the draft provincial agreement indicates that the Commissioner will provide to the Department of Justice an annual statement of expenditures and revenues by provincial police services in a manner and form to be mutually agreed upon. In addition, a reference is made in the comments section of the analysis of provincial agreements recently issued by the federal authorities to the effect that computer statements will be made available to support cost calculations under the new formula. Such statements, in sufficient detail, would obviously provide the basic expenditure data required. However, since the actual content of the statements appears to be a matter for agreement between the federal and provincial authorities we are outlining below the information elements which we feel could usefully be included.

In addition to the basic expenditure information per se, the operation of the new costing formula in the area of "overhead" expenses requires information on manpower or establishment for various policing activities. The type of information required in this regard was contained in the costing documents submitted to the province by the federal authorities in November 1975. While the agreement does not specifically stipulate that this information will be provided, one can only presume that it will be since it is routine information.

Again in the manpower area, in relation to our above references concerning the evaluation of existing services, information on manpower distribution would obviously be desirable on a regular basis. We note in the recently issued analysis of provincial policing agreements that reference is made under the definition of provincial police services to the fact that "the Force will provide a schedule of provincial policing services listing all member positions by location on an annual basis". It therefore appears that this further aspect of manpower information will also be provided by the federal authorities.

We also assume that the province will be interested in aggregate data for municipalities with direct contracts (as opposed to data for each individual municipality) and the above comments relating to information requirements for provincial policing apply equally to municipal policing under direct contracts.

The basic expenditure breakdown in the R.C.M.P. financial information system is related to the following activity structure, namely:

Federal Law
Police Service For Other Federal Departments
Security Service
CPIC
Provincial Policing
Marine Services
Municipal Policing
Division Administration

The above breakdown corresponds precisely to that used in providing establishment data in the federal submission dated November 1975. The particular elements in this activity structure which would be of interest with respect to the Province's information requirements would be provincial policing, municipal policing and division administration. The latter is included on the grounds that a substantial share of division administration expenditures is allocated to provincial and municipal policing.

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Within each of the elements of the activity structure referred to above, expenditures are further coded according to a standard object classification with routine aggregation of expenditures for related items. For example, under provincial policing the following individual objects would be identified with respect to remuneration, namely:

Civilian Salaries

Casuals

R.C.M.P. Pay

Allowances

In addition, a total of the expenditures under these foregoing four headings would be provided to indicate the total expenditure on direct remuneration.

Further examples of the types of breakdown involved can be seen in the data presented in Appendix I relating to provincial policing expenditures for 1973/74 and 1974/75. The actual breakdown in the computer printouts is more detailed than that shown in Appendix I. However, since it is standard output in the R.C.M.P.'s financial information system we do not think it necessary to repeat it here.

A further breakdown of each standard object classification of expenditure by operational activity is also included in the information system. For example, under this breakdown one could identify the amount of each object classification expenditure which was attributable to, say, traffic control. We do not have details of the coding structure for this further breakdown or even the operational elements which are included.

We presume that this could be readily obtained by the Department. While this further breakdown is probably not contemplated in the expenditure data referred to in the draft agreement, it may well be of direct interest to the Department of Justice in terms of an evaluation or assessment of the existing policing services. Therefore we feel it would be desirable to obtain this information also, certainly if it is routinely produced for R.C.M.P. purposes in any event.

One further factor which should be considered in relation to information requirements is the frequency of provision of the information in question. It would seem to us that an annual reporting cycle would be quite satisfactory with each report based on actual expenditures for the fiscal year just completed. The primary purpose of any more frequent reporting would presumably be for budget control purposes. However, since the administration or control of a budget after it is eatablished and approved is presumably totally the responsibility of the R.C.M.P. divisional administration there would not seem to be any particular purpose in having such information provided to the Department of Justice throughout the fiscal year. We would therefore reiterate that an annual reporting, at the end of each fiscal year, would seem quite satisfactory (subject to the possible provision of data for purposes of budget estimates for the ensuing fiscal year, which might usefully be provided each September or October).

In the light of the above discussion we feel that the basic information which should be provided annually to the Department of Justice by the R.C.M.P. is as follows:

(i) Details of the total establishment for each element of the activity structure outlined above, showing R.C.M.P. members and public servants separately.

(ii) A detailed listing for both provincial police services and municipal police services listing all R.C.M.P. member positions by location (as suggested in the comments referred to above in the recent "analysis of provincial policing agreements" produced by the federal authorities).

(iii) Expenditure details separately for provincial policing, municipal policing and division administration, with expenditures broken down by

(a) standard object classification* ; and

(b) operational areas or activities, where appropriate.

In our opinion the above information would enable the Department of Justice to carry out a detailed analysis of policing expenditures, to monitor the application of the new costing formula under the proposed new agreements and to carry out a broad general assessment of manpower distribution. However, if the Department wishes to pursue any wider objectives (for example a detailed evaluation of the effectiveness of present policing services in meeting any standards established or contemplated by the Department) further data would obviously be required.

* Since overtime has become an important cost element it should be specifically identified by means of a separate object code if possible. If this is not possible a separate statement of overtime payments should be obtained.

Since it is unlikely that such further data would be routinely produced in a form suitable to the Department it will presumably have to be specifically identified and produced on an ad hoc basis as and when required.

VII - SUMMARY OF ANALYSES AND CONCLUSIONS

We are setting out below a brief summary of the results of various analyses which we have undertaken and the conclusions which we have reached. Where applicable we are including at the end of each commentary a reference to the section and/or page(s) of the report in which the matter has been considered.

1. Direct Costing Basis - Provincial Agreement

The direct costing formula under the proposed new provincial policing agreement is a much more logical and defensible method on which to base charges to the province for police services.

While there are significant variations with respect to individual components of total cost between the old and new costing formulae, the overall impact of the new formula per se results in only a small increase in costs to the Province over the old formula. This overall impact due to the change from national average to direct costing (assuming a shareable percentage of 50% in each case) will amount to $ 142,000 during the fiscal year 1976/77. This represents only 2.3% of the estimated total charge to the Province for provincial policing during that fiscal year. [Section II].

2. Direct Costing Basis - Municipal Agreements

In our opinion, the costing basis applied to data under existing direct municipal contracts was not defensible on the grounds that it did not relate charges for municipal policing services to expenditures actually incurred in respect of these services, even on an approximate basis.

Again, the new direct cost basis is logical and defensible and does in fact relate charges to municipalities to expenditures actually incurred in providing policing services to them.

The change in costing basis with respect to direct municipal contracts results in a substantial decrease in the calculated per capita charges for municipal policing services as compared to the existing direct contracts. There is also, however, a stipulation to the effect that municipalities will not pay lesser amounts for policing in the 1976/77 fiscal year than they have done during the 1975/76 fiscal year.

In any event, the inflationary increases in unit costs which will be reflected in the new cost basis in the 1976/77 fiscal year are such that the estimated charges on that basis during 1976/77 will be very close to the amounts which municipalities will have paid during 1975/76. This means that municipalities which had a direct contract in effect for the whole of 1975/76 and who have not had an increase in establishment will not have to increase their budgets for policing for 1976/77 over those of 1975/76. However, there will be an increase in budget requirements for Buctouche which only entered a direct municipal contract on October 1, 1975, and possible for Neguac which entered into a direct municipal contract on May 1, 1975. [Section III].

3. Budget Increase For Provincial Policing

It is estimated that there will be an increase in the budget requirements for provincial policing for 1976/77 over 1975/76 of approximately 30% or $ 1,418,000.

However, it is also estimated that approximately 73% of this increase is directly attributable to inflationary increases in costs and changes in volumes of service rather than to changes in the costing basis or terms and provisions of the new agreement as compared to the old agreement. A further 17% of the total increase is attributable to the change in the shareable percentage (from 50% to 52%) and the remaining 10% attributable to the change from a national average to a direct costing basis.

It is therefore evident that, whether or not the contract provisions with respect to provincial policing had changed as at April 1, 1976, there would have been a major increase in budgetary requirements for 1976/77 over 1975/76. [II-24 to II-30].

4. Components of Inflationary Increase

As one would expect, the most important component of the inflationary increase referred to in 3. above is that of increases in salary rates. In addition, the impact of salary increases was compounded as the result of an extensive reclassification of R.C.M.P. positions which took effect as at April 1, 1975.

The second most important factor contributing to cost increases is increased overtime, which is in the nature of a further increase in remuneration, but presumably one which is non-recurring.

Substantial increases also occurred in various overhead cost components such as pension contributions, departmental administration, headquarters administration and recruit training, again largely attributable to increases in salary rates.

Finally, there has been a very substantial escalation in equipment costs.

The approximate distribution of the total increase according to the foregoing categories is: salaries and reclassification (45%), overtime (22%), overhead costs (16%), equipment and other costs (17%). [II-32].

5. Exclusion Of Non-Police Functions

We have concluded that the proposal to exclude various non-police functions under the terms of the proposed new agreements is unlikely to have a significant cost impact except possibly with respect to the collection of voluntary fines on the highway by traffic policemen.

During a review of our draft report we indicated that we wished to discuss this matter with you before attempting to carry out a further assessment, in order to determine if the likely benefits of such an exercise would justify the time and effort involved. As a result of this discussion it was decided that no further action was necessary since your Department has alternative plans with respect to the collection of voluntary fines on the highway, the only important unresolved issue. [II-18 to II-24].

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is eliminated) the resulting per capita charge is approximately $ 20.00. This compares with an estimated per capita charge, excluding accomodation costs, of $ 18.00 for municipalities with 1,500 and over population to enter into new direct contracts. [Sections IV and V].

7. New Direct Municipal Contracts

The financial implications for municipalities with over 1,500 population of entering into direct municipal contracts is very significant when compared to the present total per capita charges under umbrella coverage.

For the thirteen municipalities who would eventually be required to obtain direct contracts (or set up their own police forces), the total increase in costs over the present per capita charges would be 223%. [Section V].

8. Effect Of New Direct Municipal Contracts On Provincial Police Services

It is evident that the introduction of new direct contracts for municipalities in excess of 1,500 population would result in a substantial reduction in the policing responsibilities presently allocated to provincial police services.

This means that part of the manpower required to enter into the new direct municipal contracts could possibly be found from the present provincial policing establishment.

It further means that there could be a gradual transfer of a significant component of present provincial policing costs to the municipalities in question which could reduce the anticipated rate of growth in provincial policing expenditures in future years. [Section V].

9. Information Requirements

It is extremely important that adequate financial and statistical reporting be provided by the R.C.M.P. to the Department of Justice under the proposed new agreements.

The basic minimum level of reporting which we feel would be desirable is set out in Section VI which also described in general terms the content and format of the required reports and the frequency of reporting. [Section VI].

APPENDIX I

FURTHER DETAILS OF

PROVINCIAL POLICING EXPENDITURES

BY OBJECT CLASSIFICATION

FOR FISCAL YEARS 1973/74 AND 1974/75

UTILITIES, FUEL AND SUPPLIES		
- Utilities	37,300	
- Heating oil	20,500	
- Fuel for mechanical equipment	209,200	
- Tires and anti-freeze	44,300	
- Stationery	23,800	
- Kit	53,400	
- All other supplies	41,000	
Sub-total		429,500
EQUIPMENT (PURCHASED)		
- Communications equipment	58,700	
- Vehicles	240,000	
- Office machines	12,300	
- Furniture	7,300	
- All other equipment	53,100	
Sub-total		371,400
ALL OTHER EXPENDITURES		
- Building cleaning and related services	64,300	
- Other	51,600	
Sub-total		115,900
ALL EXPENDITURES		$ 5,983,400

TABLE B

PROVINCIAL POLICING EXPENDITURES IN NEW BRUNSWICK, BY OBJECT CLASSIFICATION, FOR FISCAL YEAR 1974/75

OBJECT CLASSIFICATION	TOTAL EXPENDITURE	
SALARIES AND ALLOWANCES		
- R.C.M.P. salaries	4,936,700	
- Civilian salaries	381,000	
- Allowances	33,800	
Sub-total		5,351,500
TRAVEL, TRANSFER, ETC.		
- Travel	180,400	
- Transfer expenses, including transportation and household effects	199,300	
- Telephone, telegraph and postage	123,400	
Sub-total		503,100
RENTALS		
- Land and buildings	98,300	
- Communications and other equipment including CPIC terminal	55,900	
- Conveyances	3,500	
- Other	1,700	
Sub-total		159,400
REPAIRS		
- Buildings	38,400	
- Communications equipment	21,600	
- Vehicles	212,900	
- Other	15,100	
Sub-total		238,000

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DOCUMENT #7

March 30, 1976

Mr. Robert Scammell
Director
Program Administration
Department of Justice
Centennial Building
FREDERICTON, New Brunswick

Dear Mr. Scammell:

We are pleased to enclose herewith a report concerning our general assessment of the cost implications of a provincial police force for New Brunswick.

In the first section of the report we stress that it is designed to present a broad overview of the cost of a provincial force relative to that of existing policing arrangements. It should not in any sense be treated as a definitive cost study for the reasons which are explained in the report.

You will also note that the report concludes that the per member cost of operating a provincial police force would be significantly less than the per member cost for the R.C.M.P.. However, the report also concludes that the manpower requirements for the provincial force would be significantly greater than that for the R.C.M.P.. This factor, combined with the fact that in the final year of the existing provincial policing agreement the Province will be paying only 55% of the total operating costs, has the effect of a provincial force being projected as much more costly to the Province than continuation of the existing agreement with the R.C.M.P..

This conclusion is, of course, dependent to a major degree on the assumptions made regarding staffing requirements. While these requirements are determined by an assessment of police to population ratios for various forces in different geographical areas they are nevertheless fairly arbitrary. In my discussions with you and Mr. Kilburn concerning our draft report, however, we concluded that the staffing levels which were assumed appeared logical and reasonable.

Our study indicates that the total operational costs for R.C.M.P. provincial policing under the proposed new agreement are likely to exceed the corresponding costs for a provincial police force (Table 4, page VI-3). In addition, if the comparison is made on a basis of R.C.M.P. agreement costs based on current year rather than prior year expenditures, the excess for R.C.M.P. provincial policing is substantially greater.

However, this situation obviously changes dramatically when account is taken of the potential provincial share of only 55% of the total R.C.M.P. provincial policing costs. When such allowance is made the differential between the projected cost to the Province of a provincial force and the corresponding cost to the Province of the R.C.M.P. provincial policing contract is likely to exceed $ 5 million per annum (based on 1976 dollars). The differential would be around $ 4 million if the R.C.M.P. provincial policing costs were based on current year rather than prior year expenditures.

In addition to the differential in operational costs, the establishment of a provincial police force would also result in substantial initial capital expenditures. Furthermore, during a transitional period from the present arrangement to a provincial force there would almost certainly be substantial duplicate policing costs until such time as the R.C.M.P. could be phased out and a provincial force phased in without undue loss of effective policing in the meantime.

The general conclusion which we would draw from this study is that establishment of a provincial police force seems highly unattractive at the present time relative to the cost of the R.C.M.P. provincial policing contract. However, this conclusion is largely dependent on our assumed levels of manpower for a provincial force and these are to a large extent arbitrary.

In addition, the levels of manpower and the resulting costs under the various alternatives we have considered do not really give any specific information on the likely effective level of policing which would result from a provincial force relative to the R.C.M.P.. Therefore it is entirely possible that the improved coverage (geographically) which would result from the higher level of manpower implied for a provincial force would result in a better overall level of policing. Hence, it should not necessarily be assumed that the cost comparisons we have presented imply identical levels of service. In addition, the differentials in cost could imply differences in the range of services provided, and in fact such a differential in range of services is specifically assumed in our highest cost alternative for a provincial force.

Finally, we stress in Section VII of our report that a great deal more needs to be known about the underlying reasons for differentials in police to population ratios, per member costs and per capita costs for various forces and various geographical areas in order to give an insight into the cost effectiveness of alternative policing arrangements. Certainly, even if one agrees fully with the conclusion that the R.C.M.P. provincial policing agreements would be significantly less costly than a provincial force, this does not necessarily mean that the cost effectiveness of the R.C.M.P. operation cannot be improved. The kind of information base which would be necessary for such an assessment would also be of considerable value for purposes of accurately costing any possible restructuring of policing arrangements in the province, such as a proposed provincial police force.

We trust that the broad assessment of the cost implications of a provincial police force described in this report meets your present requirements. If you require clarification regarding any of the information presented in the report please let me know.

We appreciate having had this further opportunity to assist you and we look forward to any future occasions on which we may be of service to you in relation to this matter or any other aspects of your departmental operations.

Very truly yours,

J. Tarrel

J. Tarrel

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Encl.

BROAD ASSESSMENT OF
COST IMPLICATIONS OF A
PROVINCIAL POLICE FORCE
FOR NEW BRUNSWICK

March 30, 1976.

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I - GENERAL CONSIDERATIONS

The purpose of this report is to present a broad general assessment of the cost implications of establishing a provincial police force in New Brunswick. It must be stressed that the report in no way is intended to assess the feasibility or desirability of a provincial police force relative to existing policing arrangements, nor is it intended to be completely definitive even with respect to the cost of a provincial force. Rather, the report is designed to present a broad overview of the cost of a provincial force relative to that of existing policing arrangements as a general guide in the formation of future policy in this area.

The desirability of producing information on the potential cost of a provincial police force became evident during discussions of our earlier study of the cost implications of the proposed new contract for provision of R.C.M.P. services to New Brunswick. The cost of provincial policing under this new contract is much greater than in the final year of the existing contract, due partly to a change in the basis of allocation of policing costs between the federal government and the Province, but mainly due to general inflationary factors.

While the R.C.M.P. is generally regarded as a superior police force with a high degree of efficiency and effectiveness, present cost levels for use of R.C.M.P. services naturally lead to the question as to whether a province such as New Brunswick can afford the level of cost implied in such a force and whether a satisfactory level of policing could not be achieved at lower cost. This is essentially the question with which this report attempts to deal. However, it will be immediately recognized that this is a very complex question involving many facets which would require detailed and comprehensive study in order to produce definitive answers. Nevertheless, the broad assessment which is presented in the subsequent sections of this report may well be sufficient for purposes of the present general consideration of this matter.

Since a precise definition of all of the parameters of a provincial force is not possible at this time, the report takes the approach of producing a range of possible estimates of cost based on alternative assumptions regarding key parameters.

In addition, since the assessment is not being undertaken within the context of any specific time frame, and since costs in general are likely to continue to escalate in future years at a similar rate for either a provincial force or the R.C.M.P., we have taken the approach of expressing all cost estimates in current dollars, with the full expectation that if the assessment were to be related to any specific future period of time an allowance would have to be made for inflationary increases between that period and the present date.

The remainder of the report contains an assessment of the various factors which must be considered in estimating the cost of a provincial police force and presents a range of estimates based on alternative assumptions.

FACTORS TO BE CONSIDERED

Basic Parameters

In our preliminary discussions with you several of the basic parameters involved in the establishment of a provincial police force were identified and discussed. These included the following:

(i) The geographical areas and population groupings which would be the responsibility of the provincial force for policing purposes.

(ii) The range of policing services which would be considered to be a responsibility of the provincial force as compared to the range of services presently provided by the R.C.M.P. under the existing provincial policing agreement and the proposed new agreement.

(iii) The levels of training considered desirable for members of a provincial police force and the capabilities which they would be expected to possess.

(iv) Requirements for equipment, accomodation and related matters.

(v) Administrative support for a provincial force.

Covered Population

As far as the geographical areas and population groupings which would be the responsibility of the provincial force are concerned, you directed us to assume that all municipalities which presently have their own police forces would continue to operate as at present, that all municipalities having a direct contract with the R.C.M.P. would be required to establish their own municipal forces or enter into direct contracts with the provincial force, and that all towns and villages with over 2,000 population who are receiving policing services under the umbrella contract would also be required to establish their own municipal police forces or enter into direct contracts with the provincial force. After making allowance for the foregoing, the remainder of the province would be the responsibility of the provincial force for policing purposes. Details of each of the foregoing population groupings are set out in Section II of this report.

Range Of Services

With respect to the range of services to be provided by a provincial force, you directed us to assume that the basic range of policing services would be as contained in the R.C.M.P. provincial policing contract which has just expired.

However, it also became clear during our discussions that there was a significant likelihood that a provincial police force could become much more involved than the R.C.M.P. does at present in investigations relating to inspection activities such as those carried out under the Liquor Act, the Gasoline Tax Act and other similar provincial statutes. In addition, there would be the further possibility of a provincial force becoming involved to a much greater extent than the R.C.M.P. does at present in various quasi police functions which the R.C.M.P. presently wish to designate as "non-police" functions under the terms of the new provincial policing agreement. Therefore, to some extent the range of services is indeterminate and could be significantly expanded beyond that of the present provincial policing agreement by means of future administrative decisions. While the extent of this potential expansion cannot be determined, an allowance for such a factor should be included in any projected range of costs established.

Capabilities And Training

With respect to the capabilities which would be required of a provincial force, and the levels of training which this would imply, it appeared from our preliminary discussions with you that it would be unrealistic to try to match the R.C.M.P. levels of capabilities and training. On the other hand, however, it also seems likely that a provincial police force would be required to lend support to municipal police forces as the R.C.M.P. now does from time to time as required for special or complex investigations. This suggests that the desired level of training, while perhaps not as sophisticated as that of the R.C.M.P., would be significantly more extensive than that now provided for municipal police through the Atlantic Police Academy in Charlottetown. Again, it was not possible for us to develop any definitive statement of the required levels of capabilities and training and hence we have made some broad assumptions in this area also.

Both the range of services and the levels of capabilities and training have a direct influence on projected manpower requirements for a provincial force. The higher the level of capabilities and training of a police force the greater will be their efficiency and effectiveness with a resulting lower total manpower requirement than would be the case for a lesser trained force. There is therefore a strong possibility that a provincial force with a lower level of training than the R.C.M.P. would require a significantly greater number of men than would the R.C.M.P. to provide the same policing functions. Data to support this contention is presented in Section III. Similarly, the wider the range of services undertaken by a police force, the greater will be the manpower required to perform the services.

These considerations have led us to conclude that a range of estimates developed on the following three alternative bases would be the most appropriate means of presenting a guide to the potential costs of a provincial police force. These three alternatives are as follows:

(i) A cost based on manpower requirements equivalent to those under the present R.C.M.P. contract for provincial policing.

(ii) A cost based on manpower requirements as described in (i) above, but adjusted for an anticipated differing level of efficiency of a provincial force relative to the R.C.M.P. as the result of a lower level of training and a lesser range of capabilities.

(iii) A cost estimate based on manpower requirements as described in (ii) above, but further adjusted to allow for a possible increase in the range of policing services to be provided by the provincial force relative to that of the existing R.C.M.P. provincial policing agreement.

In the case of both alternative (ii) and alternative (iii) we propose that the implied levels of training and capabilities of the provincial force be assumed to be on a par with that for municipal forces in general in the province, and that the implied levels of remuneration and training costs be determined accordingly.

Alternatives (i) and (iii), would provide, respectively, estimates at the low and high end of the potential range of cost of a provincial force. Alternative (ii) would tend to provide an estimate somewhat below the middle of the potential range. The "most probable" level would therefore tend to fall between that of alternative (ii) and alternative (iii).

Equipment And Accomodation

With respect to equipment, accomodation and related matters, while we did not receive any specific direction from you in our preliminary discussions, estimates of the cost of these elements can be developed on a relatively straightforward basis.

However, one factor which would certainly be of considerable significance with respect to implementation costs of a provincial force would be the extent to which the R.C.M.P. would be prepared to make a settlement to the Province in respect of the share which the Province has paid of the existing inventory of R.C.M.P. equipment used in provincial policing. While ownership of this inventory of equipment is entirely vested in the R.C.M.P. under the provisions of the previous and present provincial policing agreements, it seems only logical that, if the provincial agreement was cancelled, an appropriate settlement would be made to the Province by the R.C.M.P.

Administrative Support

With respect to administrative support for a provincial force, the present divisional administration activities of the R.C.M.P. would have to be replaced by corresponding provincial administration activities. This function would presumably be provided centrally. Similarly, support staff at the detachment level would also be required, comparable to the support staff presently available at R.C.M.P. detachments. This is largely a matter of translating the present administrative support activities based on the R.C.M.P. provincial policing establishment to the corresponding establishment required for a provincial force, and is considered further in Section IV.

II - POPULATION TO BE COVERED

As indicated in Section I, the total population assumed to be the responsibility of a provincial police force is the total population of the province less the following population groupings, namely:

(i) The population of all municipalities which presently operate their own police forces.

(ii) The population of all municipalities presently having direct contracts with the R.C.M.P. (who it is assumed will be required to establish their own police forces).

(iii) The population of towns and villages with greater than 2,000 population now receiving police services under the umbrella contract (who it is assumed will be required to establish their own police forces).

Details of the excluded population groupings and the population to be covered are shown below.

Table 1 provides details of municipalities with their own police forces at present, Table 2 provides details of municipalities with direct contracts with the R.C.M.P., and Table 3 provides details of towns and villages with over 2,000 population now receiving policing under umbrella coverage.

TABLE 1

Municipalities Who Now Operate Their Own Police Forces, Showing Details Of 1973 Population As Estimated By The Department Of Municipal Affairs

Municipality	Estimated 1973 Population
Bathurst	16,469
Black's Harbour	1,679
Blackville	946
Caraquet	3,825
Chatham	7,635
Dalhousie	6,420
Dieppe	6,918
Edmundston	13,243
Fredericton	44,311
Grand Falls	6,195
Hartland	1,011
Moncton	56,519
Newcastle	6,654
Port Elgin	516
Rothesay	1,483
Saint John	87,783
Saint George	1,095
St. Leonard	1,531
St. Stephen	5,060
Sackville	3,276
Shediac	3,594
Shippegan	2,182
Sussex	4,018
Tracadie	2,313
Woodstock	5,058
Total	289,734

TABLE 2

Municipalities Presently Having Direct Contracts With The R.C.M.P., Showing 1973 Population As Estimated By The Department Of Municipal Affairs

Municipality	Estimated 1973 Population
Buctouche	2,614
Campbellton	10,422
Cap Pele	2,174
McAdam	2,082
Minto	4,001
Neguac	1,672
Oromocto	11,462
Richibucto	2,032
Riverview	11,062
Saint Andrews	1,738
St. Quentin	2,117
Total	51,376

TABLE 3

Municipalities With Over 2,000 Population Now Receiving Policing Under Umbrella Coverage, Showing 1973 Population As Estimated By The Department Of Municipal Affairs

Municipality	Estimated 1973 Population
Atholville	2,091
Beresford	2,656
Chipman	2,021
Grand Bay	2,581
Hampton	2,136
Perth-Andover	2,005
Quispamsis	3,227
Saint Basile	2,887
Total	19,604

The total population of all of the municipalities listed in Tables 1, 2 and 3 above in 1973 is therefore estimated at 360,714. In addition, the total provincial population as at June 1, 1973 according to Statistics Canada estimates was 652,000. The balance of the population not falling within the groupings described in Tables 1, 2 and 3 is therefore 291,286, representing 44.7% of the total provincial population.

Based on recent Statistics Canada estimates it appears that the current population of the Province is of the order of 685,000. Therefore, assuming that the proportion of the total provincial population which would be the responsibility of a provincial police force has remained unchanged since 1973, the present total population which would be the responsibility of the force according to the directions which you provided to us would be 306,200. It may well be that a major part of the population growth since 1973 has occurred in urban areas rather in areas covered by provincial policing. However, given the broad nature of the assessment which are carrying out this is a refinement which can be ignored.

All of the cost estimates which are presented in subsequent sections of this report are therefore based on an assumed covered population of 306,200.

III - ESTIMATED REQUIREMENTS FOR POLICE MANPOWER

As indicated in Section I, the requirements for police manpower will be directly affected by the range of services to be provided and by the levels of capabilities and training of the manpower in question. Section I also contained a reference to three alternative bases of estimation which would be pursued with a view to identifying the possible impact of variations in range of services and levels of capabilities and training.

The simplest way to state manpower requirements and, in the context of a broad exercise such as that presented in this report, virtually the only way to present such information, is by means of police/population ratios. Relating first of all to the present provincial policing contract with the R.C.M.P., the total establishment for 1976 recommended by the R.C.M.P. is 336 men. In addition, however, in order to place the manpower count on a similar basis to that for municipal and other provincial forces to which we will be referring later, we must add to this establishment the number of R.C.M.P. members involved in divisional administration -- relating to provincial policing. This latter number we have estimated to be 16 which, when added to the provincial policing establishment of 336, gives a total revised establishment of 352. In addition, we have estimated that the total population covered by provincial policing in 1976 (which includes municipalities under the umbrella provisions) is 326,600. Therefore, the revised establishment of 352 men produces a police/population ratio of 1 to 928 for the present provincial policing contract.

The present cost-sharing arrangement with the R.C.M.P. recognizes that not all of the activities of these men are directed towards provincial policing responsibilities. However, since a member is not coded to provincial policing in the R.C.M.P. costing system unless he spends at least 75% of his time on provincial policing activities, the minimum proportion of time spent by the above establishment on provincial policing would appear to be 75%, in spite of the much lower shareable percentage paid by the Province under the proposed provincial policing agreement. Furthermore, since a departure from the "two-hatted" concept will result in reduced flexibility and efficiency both for the R.C.M.P. and for a provincial force, it is likely that the replacement level for the present R.C.M.P. establishment would be even greater than 75%. In addition, it should be recognized that there may well be other R.C.M.P. members not specifically coded to provincial policing who will from time to time be engaged in provincial policing activities. In fact, various elements of information collected in our previous cost study indicated that such additional involvement could be quite substantial.

A further point to note is that the present R.C.M.P. provincial policing establishment incurs a substantial amount of overtime. Based on 1975/76 overtime payments we estimated that the increase in establishment necessary to eliminate overtime if current work volumes remained stable would be of the order of 8%. However, more recent information obtained by Mr. Kilburn indicates that overtime experience to date has been related to a "phasing-in" period and is only now beginning to reach a stable level. On the basis of this revised information the increase in establishment necessary to eliminate overtime would be of the order of 11%. Such an increase in establishment would reduce the police to population ratio for provincial policing from 1 to 928 to 1 to 836.

In view of the above, we feel that under our alternative costing approach number (i) (based on an estimate of manpower requirements as per the present R.C.M.P. provincial policing contract) a police to population ratio of 1 to 840 should reasonably be assumed in spite of the fact that under the present provincial policing agreement the Province will be paying only 52% of R.C.M.P. policing costs in the current year.

In order to get some indication of relative staffing requirements for the R.C.M.P. versus lesser trained forces, we compared the police/population ratios for the municipalities of Campbellton, Oromocto, Minto and Bouctouche which are covered by direct contracts with the R.C.M.P., with the staffing for the municipalities of Bathurst, Edmundston, Woodstock and Sussex which have their own municipal police forces. The police/population ratio for the R.C.M.P. direct contracts was 1 to 830 (allowing for overtime at one third the level for the provincial policing contract) whereas the police/population ratio for the municipal forces indicated was 1 to 546. While the above groups of municipalities were chosen because of their comparable population sizes, the overall police/population ratios do not change significantly if all direct contracts are included or if all municipal police forces other than Saint John, Moncton and Fredericton are included. If the latter three forces are taken into account the overall municipal ratio changes to 1 to 508.

We recognize that these differences in police/population ratios can be the result of a number of factors, and that the quality and level of police services provided can vary from population group to population group. However, we feel that the foregoing data leads to the inevitable conclusion that with a lesser trained police force manpower requirements will increase significantly.

In the above instance the differential in manpower requirements will be partly attributable to differences in capabilities and levels of training of the police forces in question and partly to differences in the ranges of services provided. Certainly, one would expect that the municipal police forces would be involved in a considerable number of local policing activities which could be regarded as "non-police" functions under the terms of the policing agreements with the R.C.M.P.. However, even if an allowance is made for this fact, the difference in total manpower requirements between the R.C.M.P. and a lesser trained force would appear to be very substantial.

Information which would support a similar conclusion was included in the "Cost Comparison For Policing In Canada - 1975" prepared by the British Columbia Police Commission and distributed to the provincial Attorneys-General in February. This paper cited the example of the communities of New Westminister and Nanaimo in British Columbia, with similar populations, the former policed by its own municipal police force with police/population ratio of 1 to 535, and the latter policed by the R.C.M.P. with a police/population ratio of 1 to 945. Furthermore, the total occurrences (including traffic accidents) handled by the R.C.M.P. force was 50% greater than that handled by the municipal force.

As a further point of reference for police manpower requirements in general, we have extracted from the "Report of the Task Force on Policing in Ontario" information relating to police/population ratios for various regions in Ontario as indicated below. All data relates to the year 1972.

Municipality Or Region	Police/ Population Ratio
Metropolitan Toronto	1/532
Major cities (Hamilton, Ottawa, London, Windsor)	1/600
Urban and surburban (All municipalities over 15,000 population excluding Metropolitan Toronto and major cities)	1/777
Small municipalities (All municipalities under 15,000 population maintaining their own police forces)	1/730
York and Niagara regions	1/787
All areas	1/643

These figures indicate the higher ratio of police to population required for areas of major concentration of population. However, excluding Metropolitan Toronto and the major cities the variation in police/population ratios for different population groupings is quite small. The overall range of police to population ratios is also fairly consistent with the range of ratios for R.C.M.P. contracts and municipal forces in New Brunswick referred to above.

While the observed difference between the staffing ratios for New Brunswick municipalities with direct contracts with the R.C.M.P. and those with their own forces is not by any means a precise indicator of differences in efficiency and effectiveness between the two groups of police, we feel it reasonable to assume that a substantial proportion of the difference is attributable to this. If we assume, for example, that half of the differential is attributable to the differences in levels of capabilities and training of the respective forces, and half to other factors such as differences in ranges of services and similar factors, the police/population ratio used in our first costing alternative (i.e. 1 to 840) would increase under our second costing alternative to 1 to 680 simply to reflect differences in levels of training and capabilities.

With respect to the potentially greater range of services which might be provided by a provincial force as compared to the R.C.M.P., the balance of the above-noted differential instaffing ratios not attributed to differences in levels of training and capabilities could be taken to represent a first level of adjustment for the service range factor. This would increase the police to population ratio for our second costing alternative (i.e. 1 to 680) to 1 to 555 for our third costing alternative.

However, given the potentially wide range of inspection-related investigations, and other quasi police functions in which a provincial force could be directed to be involved (whereas the R.C.M.P. could not be under the terms of existing agreements) the situation is somewhat open-ended. The police/population ratio for our third costing alternative therefore does not necessarily represent the highest establishment which could be considered for a provincial force.

IV - ESTIMATED OPERATIONAL COSTS PER MEMBER

Section III of this report presents estimates of required police to population ratios which can be applied to the covered population to determine estimated total staffing requirements under the various costing alternatives.

Following determination of these staffing requirements, estimates of total operational costs can be determined by applying an average operational cost per policeman to the estimated total number of police staff for the costing alternative in question. While this may not be an ideal means of expressing operational costs for all elements of expenditure, it is appropriate for most of the major elements of expenditure.

For example, salaries of police staff represent by far the largest expenditure component and these are obviously directly related to the total number of staff (and also to levels of training and experience of these staff). Similarly, other expenditure elements such as the cost of support staff and accomodation tend to bear a close relationship to the total number of police staff, as do equipment costs and costs of staff training. Expressing estimated operational costs on a per policeman basis therefore seems quite satisfactory for the purposes of broad estimates such as those which we are developing in this report.

The remainder of this section presents details of estimated operational costs for various categories of expenditure for selected municipal police forces and for the provincial policing contract and direct municipal contracts for R.C.M.P. services. On the basis of these various estimates of operational costs per member, we have deduced what we consider to be reasonable operational costs per member for each of the costing alternatives which we have described. This information is presented below under several major headings, with a subsequent summary of costs for all expenditure categories.

SALARIES AND BENEFITS

Salaries and benefits include salaries of both police staff and any required civilian support staff, as well as the cost of all employee benefits such as pensions, group insurance programs, Canada Pension Plan, Workmen's Compensation Board and Unemployment Insurance.

In the case of the first costing alternative, we are assuming a level of staffing equivalent to that under the present R.C.M.P. provincial policing contract. However, in accordance with your suggestion, we have assumed throughout that the levels of training and capabilities of a provincial force would be below that of the R.C.M.P.. The lower the level of staffing provided (and costing alternative (i) is the lowest staffing level) the higher will be the required level of capabilities and training of the force in question in order to provide adequate policing.

In the case of costing alternative (i), therefore, we have assumed that the most appropriate level of salaries and benefits would be that equivalent to the largest and the most sophisticated municipal force in the province which we have assumed to be that for the City of Saint John. Certainly it is the highest cost municipal force in any event.

However, this costing alternative would still imply that the level of policing provided by such a provincial force would be below that presently provided by the R.C.M.P. under the provincial policing contract.

On this basis, for costing alternative (i) the cost per policeman of police salaries and benefits would be $ 19,985, while the cost of salaries and benefits for support staff would be $ 1,385, for a total cost per policeman for salaries and benefits for all staff of $ 21,370.

Under costing alternative (ii), there would be an implied lower overall level of training and experience due to the assumption that the higher staffing level is intended to compensate partly for this factor, but also due to the difficulty which would be encountered in recruiting the much greater number of highly trained personnel required. In this case, therefore, we have assumed that the salaries and benefits cost per policeman would be somewhat lower. We have therefore based this cost on data for Saint John, Moncton and Fredericton combined, making allowance in the case of Fredericton and Moncton for anticipated increases in police salaries which will take effect during 1976. These latter assumed levels of salary are still well below that for police in the City of Saint John and would certainly be expected to increase substantially in subsequent years particularly as salary levels for Saint John policemen move further ahead.

On this basis, the per policeman cost for police salaries and benefits is $ 18,000 while that for support staff salaries and benefits is $ 940, for a total per policeman cost for salaries and benefits of $ 18,940.

The lower per policeman cost for support staff salaries and benefits is attributable largely to the significant difference between the ratio of support staff to policemen in Moncton and Fredericton compared to that for Saint John.

In the case of costing alternative (iii), we are assuming a still lower per policeman cost for salary and benefits. In this case, the much higher staffing levels involved would certainly result in a significantly lower overall level of training and experience in the provincial force. In this case, therefore, we have assumed that an appropriate level of salaries and benefits cost would be that for all municipalities having their own police forces. While this ratio is still significantly influenced by the three major cities of Saint John, Moncton and Fredericton, it does show the effect of the lower salary levels (presumably due to lower levels of experience and training) in smaller municipalities. On the basis of Department of Municipal Affairs data for proposed budgets of individual municipalities we have estimated that the overall per policeman cost for salaries and benefits for police staff is of the order of $ 16,000 and that for support staff around $ 800 giving a total per policeman cost for salaries and benefits for all staff of $ 16,800 under costing alternative (iii).

In summary, therefore, the estimated per policeman cost for salaries and benefits for all staff under the three costing alternatives are as follows:

Alternative 1 - $ 21,370

Alternative 2 - $ 18,940

Alternative 3 - $ 16,800

EQUIPMENT PURCHASES

In the case of equipment purchases, there are very major divergences between data for municipal police forces and those for the R.C.M.P. under provincial policing. One of the major differences is in relation to the numbers of automobiles used per man, and the correspondingly higher level of replacement of automobiles through new purchases.

Current inventory data indicates that for the cities of Saint John, Moncton, Fredericton and Bathurst combined the current inventory of police cars represents approximately one car per six policemen. However, in the case of the R.C.M.P. under the provincial policing contract the ratio is one car for slightly more than two policemen. Obviously this will be partly attributable to the geographical dispersion of manpower under the R.C.M.P. provincial policing contract versus the concentration in the case of the three cities referred to above. In addition, the actual physical areas patrolled and the extent of highway patrol activities in the case of the provincial policing contract would presumably result in a much more intensive use of and requirement for police cars.

We have therefore assumed an intermediate level of requirement for automobiles between the R.C.M.P. level and the level for the cities mentioned above. We would assume that the operational basis implicit in costing alternative (i) would require a level closest to that of the R.C.M.P., costing alternative (ii) a slightly lesser ratio and costing alternative (iii) a lesser ratio still (in relation to total manpower). The assumptions which we have made regarding per man costs of purchases of police cars are therefore as follows:

Costing Alternative	Ratio Of Cars Per Policeman*	Annual Cost Per Policeman At $ 7,000 Per Vehicle
(i)	1 to 5	$ 1,400
(ii)	1 to 6	1,167
(iii)	1 to 7	1,000

* Based on replacement of vehicles every second year.

In addition to equipment purchases the R.C.M.P. incurs significant expenditure on equipment rental mainly for communications equipment, of which the provincial policing share is currently about $ 65,000 per year. On a per man basis this amounts to approximately $ 200 per man and we are therefore including a similar operational cost allowance for equipment, in addition to items purchased, in the case of a provincial force under costing alternative (i). We have also included lower per man allowances of $ 170 and $ 150 under costing alternatives (ii) and (iii) respectively since the volume of such equipment required is not likely to increase in direct proportion to number of men.

The cost of purchasing equipment other than cars is relatively difficult to determine for municipal forces and the data which we have obtained for selected municipalities shows a great deal of variation. However, we do have adequate data for equipment purchases other than vehicles in the case of the R.C.M.P. and this amounted to approximately $ 445 per man for the 1975/76 fiscal year. This level appears reasonable in relation to the range of expenditures for purchases of equipment other than cars for a number of selected municipalities. We have therefore assumed that for purchase of other equipment, an operational expenditure of approximately $ 400 per man would be appropriate.

In summary, therefore, the per policeman cost per annum for equipment purchases and rental of communications and related equipment would be as follows:

Alternative 1 - $ 2,000
Alternative 2 - $ 1,750
Alternative 3 - $ 1,550

EQUIPMENT MAINTENANCE, REPAIRS AND OPERATION, AND ALL SUPPLIES

There is also a wide divergence in the per man operational cost for supplies and maintenance, repairs and operation of equipment, between the R.C.M.P. and municipal police forces. However, a very large part of this difference is attributable to the repairs, maintenance and operation of vehicles, as a result of the much higher ratio of vehicles per man for the R.C.M.P. than for municipal forces.

If the level of cost for maintenance, repairs and operation of vehicles for the R.C.M.P. is reduced to reflect a ratio of automobiles per policeman equivalent to that for the major cities referred to earlier, the total operational cost per man under the general headings of supplies and maintenance, repairs and operation of equipment is slightly under $ 1,000 for the cities, and slightly under $ 1,400 for the R.C.M.P.. However, neither of these figures would be directly applicable since we have made intermediate assumptions regarding the required number of vehicles per man in each of our costing alternatives.

In view of this, we are assuming a basic level of cost per policeman under this heading based on the average per man cost for the R.C.M.P. for elements other than vehicles, with the maintenance, repairs and operational cost for vehicles then adjusted to reflect the ratios of vehicles per man assumed in our three costing alternatives above. The resulting per policeman costs under this heading for the various costing alternatives are therefore as follows:

Costing Alternative	Per Man Cost, Other Than Vehicles	Per Man Cost, Vehicles	Total Per Man Cost
(i)	$ 750	$ 1,630	$ 2,380
(ii)	$ 750	$ 1,360	$ 2,110
(iii)	$ 750	$ 1,170	$ 1,920

ACCOMODATION

Accomodation costs as reported for various selected municipalities for whom we obtained detailed data is relatively constant and averages about $ 500 per policeman per year. However, there are great difficulties in obtaining accurate data in this area in the case of municipalities since accomodation is often shared with other municipal staff or the costs are accounted for in other areas of a municipality's budget.

We have also estimated that the average cost per man of accomodation for R.C.M.P. members under the provincial policing contract based on projected 1975/76 costs amounts to approximately $ 1,350 per man. Again, the discrepancy is very large.

We also obtained from the R.C.M.P. details of square footage used in provincial policing at the detachment level and determined an average square footage per man for all detachments of approximately 250. However, this tends to be misleading since it is a gross square foot area including items such as storage and utility areas, and non-useable areas such as corridors, stairwells, etc. which therefore greatly overstates actual useable space. It also includes garage accomodation and similar operational areas. We have concluded that a realistic estimate of net useable square footage, including garage and storage areas, would be approximately 60% of the gross square foot figure, or approximately 150 square feet per man.

In view of the fact that this area per man includes a significant amount of non-office accomodation (for example garages) it would seem reasonable to cost it on the basis of a rental allowance significantly below that for prime office space. In this context, an overall average figure of, say, $ 6.00 per square foot would seem appropriate. This would produce an estiamted per man cost for accomodation for $ 900 per year which represents roughly an intermediate position between the observed cost per man in the cities and that for the R.C.M.P.. If anything this would appear to be low since, again due to the geographical dispersion of manpower for a provincial force, there would almost certainly a much less efficient utilization of space than for urban areas where the manpower is more highly centralized.

An assumed average cost per man per year for accomodation (including utilities, cleaning, etc.) of the order of $ 1,000 therefore seems realistic.

TRAINING

With respect to training costs, we obtained information directly from Holland College regarding the total budget and various components thereof, in order to determine average training costs per recruit and per in-service trainee.

We also obtained from Mr. Kilburn information on likely requirements for trainees for municipal forces in relation to the total manpower of these forces and have utilized this information to determine an average number of trainees per year per member in service for the proposed provincial force. By combining this latter information with the costs per trainee from Holland College, we have determined an average cost of recruit training per year per policeman in service.

A similar approach has been taken with respect to in-service training costs and these two components of training costs aggregated to obtain a total training cost per policeman. The details are described below.

At the present time the operational costs for recruit training at Holland College do not include room and board for the recruits. However, there is a proposal under consideration at present to terminate the arrangement of recruits paying for their own room and board and to have it paid by the provincial governments as part of their financing of the Atlantic Police Academy.

The present cost per recruit per year excluding room and board is approximately $ 3,850 per year. However, the cost with room and board included would amount to approximately $ 6,000 per year. For purposes of determining training cost per man for a provincial force we have used the estimated training cost per recruit excluding room and board.

The present cost per trainee per year for in-service training, including room and board, is approximately $ 520.

Mr. Kilburn has indicated to us that the total training requirements for all municipal forces for 1976/77 and 1977/78 are 49 and 46 respectively. In addition, the total current police strength of these municipal forces is 570.

The total annual enrolment of recruits at the Atlantic Police Academy is presently 60, although there have been suggestions that it be increased to 80. The New Brunswick share of the total enrolment is about 45%.

In light of the above, it seems reasonable to assume that New Brunswick could achieve a training rate for municipal forces of 40 per year in respect of a current total police strength of about 570, or a ratio of recruits to active staff of about 7%.

If the same ratio applied to a provincial police force the cost of recruit training per policeman in service would be $ 3,850 x 0.07, or $ 270 per year.

Using a similar approach for in-service training, and assuming an annual participation rate of active staff in in-service training of 35% (less than the current level) the cost of in-service training per policeman in service would be $ 520 x .35, or $ 182 per year.

The total cost of recruit and in-service training per policeman in active service would therefore be approximately $ 450 per year.

This cost is based on recruit training requirements in relation to active manpower for a "mature" force. However, in the initial stages of development of a provincial force training requirements would be much greater and the class size at the Police Academy would have to be expanded far beyond the proposed size of 80 in order to accomodate both municipal and provincial requirements. This might reduce per recruit costs through economies of scale but would also necessitate substantial additional investment in plant and equipment and a significant increase in aggregate training costs.

OTHER OPERATIONAL COSTS

There are undoubtedly a number of other operational costs not identified above which are incurred by police forces. One example which comes to mind is costs associated with detention of prisoners, which we were unable to identify in a number of municipal police budgets which we examined. Another example is civil liability related to activities of the police force.

This residual category is also assumed to include any central administrative costs (similar to R.C.M.P. Departmental Administration costs) which might be incurred for an additional administrative structure in the Department of Justice, or for part of the operational costs of a Police Commission, or for similar functions.

Rather than attempt to identify such items in detail, we have added an arbitrary 5% of the total specified costs above as an allowance for "other operational costs". This compares to about 9% in the "Departmental Administration" and "other" costs categories for the R.C.M.P. provincial policing contract.

SUMMARY OF OPERATIONAL COSTS PER MAN

A summary of estimated operational costs per man for each of the three costing alternatives is shown below.

Category Of Expenditure	Operational Cost Per Man Alt. (i)	 Alt. (ii)	 Alt. (iii)
Salaries and benefits	$ 21,370	$ 18,940	$ 16,800
Equipment purchases	2,000	1,750	1,550
Supplies, maintenance, repairs and operation of equipment	2,380	2,110	1,920
Accomodation	1,000	1,000	1,000
Training (recruit and in-service)	450	450	450
Other operational costs	1,350	1,200	1,100
Total	$ 28,550	$ 25,450	$ 22,820

The operational costs per R.C.M.P. member for 1976/77 under the new provincial policing contract, (adjusted to comparable basis by including Divisional Administration staff in the denominator of the per capita calculation) is approximately $ 33,600.

In addition, according to data collected by the British Columbia Police Commission (Cost Comparison For Policing in Canada - 1975, dated February 2, 1976) the 1975 per member costs for the Ontario Provincial Police and the Quebec Provincial Police are, respectively, $ 24,022 and $ 25,450. If these costs are increased by, say, 12% to bring them to 1976 levels, the per member costs become $ 26,905 and $ 28,504 respectively. Unfortunately, no information on police to population ratios is presented with these per member costs. However, based on data in the Report of the Task Force on Policing in Ontario (pages 83 and 104) the 1972 ratio of police to population for the O.P.P. appears to have been about 1 to 400.

It should also be noted that the basis of the charge to the Province for R.C.M.P. services for a given year is based on costs incurred in the preceding year. At the present time, with inflation running at a high rate, the advantage of this one year deferral period is significant. It also tends to distort comparisons between per policeman operating costs for the R.C.M.P. and those for a provincial force as described above. For example, if the charges for R.C.M.P. services were based on current costs the per man cost of $ 33,600 shown above for 1976/77 could well be some 12% higher, namely around $ 37,600. The corresponding increase in cost to the Province under the provincial policing contract would be of the order of $ 750,000.

V - ESTIMATED INITIAL EQUIPMENT COSTS

If a provincial police force was implemented in a single year, much heavier capital expenditure would be required than in subsequent years since a complete inventory of equipment would have to be purchased whereas subsequently only "replacement" expenditures would be required.

However, it might be more reasonable to assume that a provincial force would be phased in over a longer period rather than implemented immediately in one operation. Then, capital equipment costs could be spread over the implementation period rather than being incurred in a single year.

We also suggested in Section I that if a provincial force were to be developed, and the R.C.M.P. phased out with respect to provincial policing, then some "settlement" to the Province by the R.C.M.P. would presumably be in order in view of the fact that the Province would have paid for a substantial part of the equipment owned at that time by the R.C.M.P.. Hence, the value of any such settlement would offset initial capital costs.

Since the main thrust of the present study is to determine how the operational costs of a provincial force would compare with the operational cost of the R.C.M.P., the inclusion of initial capital costs tends to distort the picture. If a phase-in of a provincial force took place over an extended period of years there would be a gradual transition from one level of cost to the other. Furthermore, if an appropriate "settlement" in respect of the current inventory of equipment was obtained from the R.C.M.P. credit for this would presumably be granted over the implementation period. In such a situation the capital cost of equipment in the transitional period probably would not significantly exceed longer term replacement levels of equipment purchases. For purposes of our comparison of cost implications of a provincial force and that of the R.C.M.P., the cost details presented in later sections of this report show recurring operational costs and initial capital costs separately.

Our information with respect to equipment inventories is far from complete, particularly with respect to the R.C.M.P.. The only item of equipment for which inventory details are available at the local level in the case of the R.C.M.P. is that of police cars. However, this is a major component of total equipment expenditures. Details of the inventory of the remainder of equipment could be extracted from basic records available in Ottawa, but could not readily be obtained.

We have attempted to estimate the potential order of magnitude of initial capital costs as indicated below, on the basis of the limited information which we have available.

Police Cars

Since police cars will not generally have a useful life of more than two years, if a provincial force was introduced over a period of two years or more, initial capital costs in any year of the implementation period would be less than longer term total annual replacement costs. In these circumstances the question of initial capital costs for vehicles would be largely academic.

In the event of an implementation period of less than one year, the added initial capital costs would amount to one year's replacement costs in addition to the amounts already allowed for in operational costs. This added one year's replacement costs would amount to $ 511,000 for costing alternative (i), $ 525,000 for alternative (ii), and $ 552,000 for alternative (iii).

Other Equipment

Equipment other than vehicles would generally have a significantly longer useful life than two years. Let us assume, for example, an average useful life of five years. Then, the annual expenditures on other equipment would represent the capital cost on a five year replacement basis.

In this event initial capital costs would significantly exceed longer term operational (replacement) costs even on the basis of a two year implementation period.

The annual operational (replacement) cost per member for other equipment of $ 400 described in Section IV would represent an initial capital cost of $ 2,000 on a five year replacement basis (assuming equipment costs based on current dollars). The potential initial capital costs for other equipment on this basis would therefore amount to $ 730,000 for costing alternative (i), $ 900,000 for alternative (ii) and $ 1,104,000 for alternative (iii). However, portions of these total capital costs are already allowed for in the operational cost estimates in the amounts of $ 146,000 for alternative (i), $ 180,000 for alternative (ii) and $ 221,000 for alternative (iii).

These costs would, of course, be spread over the period of implementation of a provincial force, and could be amortized over an even longer period given the assumed useful life for such equipment of five years.

VI - ESTIMATED COSTS
OF A PROVINCIAL POLICE FORCE

We have set out below the estimated operational costs of a provincial police force based on the assumptions described in earlier sessions of this report, together with a summary of highly approximate initial capital costs. In addition, for purposes of comparisonwe also show the estimated total costs (i.e. provincial plus federal) of the R.C.M.P. provincial policing operation based on estimated fiscal year 1975/76 costs (which will form the basis of charges to the Province in respect of fiscal year 1976/77) adjusted for increased overtime, together with the corresponding costs which would apply if the provincial policing contract operated on the basis of the current year rather than prior year costs.

All costs relate to the fiscal year 1976/77. An inflation allowance would have to be incorporated if the costs were to be projected to a later time period.

It should also be noted that the operational costs relate to a "mature" force and additional costs would probably be incurred during a period of transition from the R.C.M.P. to the provincial force. This aspect, and the problems associated with the transition, are considered in the latter part of this section.

Operational Costs

Details of the staffing ratios adopted for the various costing alternatives are set out in Section III. In addition, Section IV includes a detailed explanation of the basis of determination of estimated operational costs per policeman. The cost details shown in Table 4 below are simply the product of the foregoing operational costs per member and the projected total manpower requirements for the costing alternative in question.

TABLE 4

COMPARISON OF R.C.M.P. COSTS AND ESTIMATED OPERATIONAL COSTS OF A PROVINCIAL POLICE FORCE BASED ON THREE COSTING ALTERNATIVES, ALL COSTS EXPRESSED IN 1976 DOLLARS

Costing Alternative	Number Of Men	Annual Operational Cost Per Member	Total Annual Operational Cost
(i)	365	$ 28,550	$ 10,421,000
(ii)	450	25,450	11,453,000
(iii)	552	22,820	12,597,000
R.C.M.P. Provincial Policing			
- Total Cost (budget estimate for 1976/77 plus projected increase in overtime)	352*	34,270	12,063,000
- Provincial Cost	352*	18,849**	6,635,000
- Adjusted Total Cost (based on estimate of current year rather than prior year expenditures)	352*	38,382	13,510,000
- Adjusted Provincial Cost	352*	21,110**	7,431,000

* Including estimated man years of R.C.M.P. members in Divisional Administration attributable to provincial policing.

** Assuming 55% provincial share, since this will be the level in effect at the end of the proposed new contract.

The difference between the present cost to the Province for R.C.M.P. provincial policing activities and the potential costs for a provincial force under the three costing alternatives seems very large. However it must be borne in that in the former case the Province will be paying a maximum of only 55% of the total costs by the end of the proposed new agreement period. This implies payment for a force of only 194 men (i.e. 352 x 0.55) whereas the assumed total staff requirement for the lowest cost alternative provincial force is 383 men. The potential impact of the lower unit cost per man for a provincial force relative to the R.C.M.P. is therefore completely reversed due to the much higher assumed ratio of police to population.

In order to view these various costs estimates in a somewhat different context, we are setting out in Table 5 below the costs per head of the covered population for the above alternatives, the R.C.M.P. provincial policing activities and various municipal forces.

Basic budget figures for policing for all municipalities were obtained from budgets submitted to the Department of Municipal Affairs.

Population estimates for municipalities have been taken as 1973 Department of Municipal Affairs estimates increased by Statistics Canada estimate of the percentage increase in the total provincial population from 1973 to 1976.

TABLE 5

COMPARISON OF PER CAPITA POLICING

COSTS FOR VARIOUS COVERED POPULATIONS

Population Grouping	Covered Population	Total Annual Policing Cost	Annual Policing Cost Per Capita
Provincial Police Force			
- Alternative (i)	306,200	$ 10,421,000	$ 34.03
- Alternative (ii)	306,200	11,453,000	37.40
- Alternative (iii)	306,200	12,597,000	41.14
R.C.M.P. Provincial Policing			
- Total (budget estimates for 1976/77 plus projected increase in overtime)	326,600	12,063,000	36.94
- Provincial "Share"	326,600	6,635,000	20.32
- Adjusted Total Cost (based on estimate of current year rather than prior year expenditures)	326,600	13,510,000	41.37
- Adjusted Provincial "Share"	326,600	7,431,000	22.75
Saint John*	92,200	4,597,000	49.86
Moncton**	59,400	2,449,000	41.23
Fredericton**	46,550	1,671,000	35.90
All Municipalities With Own Police Forces***	304,400	12,024,000	39.50

* Including estimates of costs attributable to police department but paid by other City departments.

** Including anticipated salary increases for 1976.

*** Including adjustments mentioned above for Saint John, Moncton and Fredericton.

Viewed in the context of per capita costs, the estimates for a provincial force do not seem unduly high. Rather, the cost to the Province of R.C.M.P. provincial policing seems low.

We suggested in Section I of our report that the "most probable" level of cost of a provincial force within the range of costing alternatives would be between alternative (ii) and alternative (iii). It would therefore seem reasonable to conclude that the operational cost of a provincial force would be at least equal to the total cost of R.C.M.P. provincial policing, and probably twice the present cost to the Province of R.C.M.P. provincial policing, under the proposed new contract.

On the other hand, the differential is significantly decreased if R.C.M.P. costs are computed on a current rather than a prior year basis. In addition, on the basis of information presented by Mr. Kilburn, there is the potential for further significant increases in R.C.M.P. overtime costs which could further reduce the differential. A major incidence of overtime could also reduce the effectiveness of the R.C.M.P. which in turn would change the relationship between R.C.M.P. staffing ratios and those for a provincial force thereby further reducing the cost differential.

Initial Capital Costs

As pointed out in Section V, the data available on equipment inventories and costs is very limited. Hence, the estimates we are able to produce with respect to initial capital costs are highly approximate.

One major element of capital costs which we have not been able to identify and which cannot be estimated by means of capitalizing annual equipment replacement costs (which is the basic approach we have taken) is the establishment of a communications network. The cost of basic items of communications equipment such as transmitters and receivers which are rented or purchased are included in the operational costs and estimated capital costs we have determined. Also included would be the cost of access to information bases maintained on computer. However, the cost of the network of relay towers required to operate a province-wide communications system is not included in the broad estimates we have developed.

You also indicated to us that the question of a communications network has been and is being considered in a variety of contexts. For example, such a network would be of use to a number of provincial government departments and we understand that some limited networks already exist as a result of such requirements. Therefore, the cost of a province-wide system could probably be allocated among a number of programs rather than being charged to policing per se.

The possibility has also been raised of provincial access to the present R.C.M.P. network. However, we understand that this has not been favourably received to date by the R.C.M.P.. Nevertheless, it is an avenue which apparently cannot yet be completely rejected.

In view of these possibilities, and the fact that cost data relating to the present R.C.M.P. network is not readily available, we have not attempted to include this particular cost component in our estimates.

In addition, the approach we have adopted assumes that all necessary accomodation will be rented and that hence no capital costs will be incurred in respect of land purchases or purchase or construction of facilities. In the event that facilities had to be constructed or purchased initial capital costs would be correspondingly increased and operational costs correspondingly reduced.

The estimated initial capital costs assuming immediate transition from the R.C.M.P. to a provincial force, based on the information presented in Section V would be as follows:

	Alternative #		
	(i)	(ii)	(iii)
Estimated total initial capital costs for equipment purchases*	$ 1,752,000	$ 1,950,000	$ 2,208,000
Amounts already allowed for under first year operational costs	$ 657,000	$ 705,000	$ 773,000
Additional capital outlay for immediate implementation	$ 1,095,000	$ 1,245,000	$ 1,435,000

* Excluding cost of establishing a province-wide communications network.

EAST
CANA
CONS
SERV

The above initial capital costs make no allowance for any possible "settlement" by the R.C.M.P. to the Province in respect of the current inventory of equipment. Such a "settlement" is not required by either the present or proposed policing agreements but appears to be a logical and reasonable demand on the part of the Province.

As far as vehicles are concerned, the best position which the Province could expect to achieve would probably be 50% of the depreciated value of the inventory. Again, probably the best depreciated value which could be negotiated would be about 50% of original cost. On the basis of the current vehicle inventory this basis of calculation would produce a settlement of the order of $ 270,000 in respect of vehicles. However, since there is no contractual obligation to provide any settlement we would suggest that the most optimistic figure which should be considered is of the order of $ 200,000.

A similar approach for equipment other than vehicles (but excluding the province-wide communications network) would produce a calculated settlement of about $ 180,000. Again, however, we would suggest a lower figure for purposes of estimates of, say, $ 150,000.

The net initial capital costs allowing for a potential settlement would therefore be as follows:

It is also quite possible that a substantial proportion of the present R.C.M.P. establishment would wish to remain in the province and would therefore transfer to the new provincial force. While this would considerably assist in the transition process there would presumably still be need for R.C.M.P. back-up until such time as the provincial force was fully operational.

It is unlikely that the R.C.M.P. would wish to operate in parallel with or provide support to a provincial force for an extended period. If the provincial policing contract was terminated the R.C.M.P. would no doubt wish to reorganize its activities in New Brunswick as soon as possible. A transition period in excess of six months therefore seems unlikely.

This poses further problems in terms of manpower requirements. The costing alternatives we have discussed involve a significantly greater staff complement than that under the present provincial policing agreement. This implies almost immediate recruitment of a substnatial number of new staff over and above the existing R.C.M.P. establishment (for example, almost 100 additional men under alternative (ii)). In addition, it certainly would not be possible to recruit all of the existing R.C.M.P. provincial policing establishment thereby necessitating an even greater level of new recruitment. To meet this need it would be necessary to institute increased police training well in advance of the transition period and possibly to maintain newly trained staff on payroll even prior to the start of the actual transition.

Another possible approach which might be considered to alleviate some of the above problems is a gradual transfer on an area by area basis. However, the division of jurisdiction and administrative responsibility which this implies would create its own problems.

In addition to the organization of the force at the detachment level it would also be necessary to implement a new central administrative structure to replace "J" Division administration. There would again be transitional problems in this area although probably not as acute as at the operational level. Since the actual decision to introduce a provincial force would obviously be taken well in advance of the actual transition period there would presumably be adequate time to establish an administrative structure and required policies and procedures. Again, however, there would be added costs due to parallel operation.

Finally, the termination of R.C.M.P. provincial policing activities would also result in termination of direct municipal contracts. These would have to be replaced by corresponding direct contracts with the new provincial force or else the municipalities in question would have to be given adequate opportunity to establish their own police forces.

With respect to financial implications, we would suggest that at best there would be duplicate operational costs for a six month period during which a phase-out of R.C.M.P. activities could be achieved. This would equate to about three months full operational costs for R.C.M.P. provincial policing which, assuming a provincial share of 55% would amount to over $ 1,600,000 based on projected costs for fiscal year 1976/77.

VII - FURTHER OBSERVATIONS REGARDING PROPOSED NEW PROVINCIAL POLICING CONTRACT

As a result of this broad assessment of the cost implications of a provincial police force for New Brunswick, we wish to make several additional observations regarding our previous assessment of the proposed new provincial policing agreement.

While additions to the establishment under the provincial policing agreement are subject to approval of the Department of Justice, the agreement nevertheless tends to be open-ended due to the potential impact of overtime. In effect, if the provincial policing establishment is restricted as a result of a refusal by the Province to approve additional men, there is a strong possibility of a significant increase in overtime in order to permit the existing provincial policing establishment to meet the demands being placed upon it.

It therefore seems to us that it is false economy for the Province to follow the course which it has taken with respect to the 1976/77 fiscal year and to refuse the additions to the provincial policing establishment recommended by the R.C.M.P.. In effect, the end result may be a higher cost in overtime than would have been incurred by increasing the establishment. In addition, this greater cost may actually be incurred in respect of less effective policing since there can be little doubt that if overtime is consistently maintained at a high level the efficiency and effectiveness of the force will be impaired.

The current study also reinforces the fact that good information is required to permit adequate planning and policy development. We have already commented on this matter with respect to various elements of financial and manpower information in our previous report. We also feel that additional information on physical resources (facilities and equipment) could also usefully be obtained. Consideration of questions such as the possible introduction of a provincial police force leads to an assessment of the efficiency and cost effectivensss of the R.C.M.P. versus the alternative provincial force. This in turn requires information on the total resources employed by the R.C.M.P. in provincial policing whether they be financial, human or physical resources. In addition, there seems to us to be a need to obtain a better understanding of the total resources allocated to policing in the province and the reasons for differentials in cost between various forces. Such an understanding can provide insights into means of achieving more efficient and cost effective policing.

Possibly questions of this nature would fall within the ambit of the Police Commission which would be set up under the provisions of the proposed Police Act. If this is not the case then it is a function which perhaps should be developed within the Department of Justice. Even if it is likely to be a function of the Police Commission, a start could usefully be made by the Department of Justice with respect to data collection and development of methodology.

The consideration of initial capital costs in this present report also again raises the issue of provincial equity in the current inventory of equipment of the R.C.M.P.. While this has already been discussed in our previous report, and also verbally with you, we would again suggest that some reference to the concept of provincial equity should be included in the proposed new provincial policing agreement so as to give an indication of intent on the part of the federal government in the event that some restructuring of policing activities in the province (such as a provincial force) is considered desirable in future.

DOCUMENT #8

Policing - New Brunswick

prepared by

BARRY ATHEY
Director of Policing
Department of Justice

January 25, 1979

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APPENDICES

A. Umbrella R.C.M.P. Contracts.
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Objectives of R.C.M.P. Contract:

A contract with the R.C.M.Police and the Province of New Brunswick to provide Provincial Policing to tho~~se areas of the~~ [illegible] Pro~~vince which are~~ not served by Municipal Police Forces. The Contract places the responsibility on the R.C.M.P. to police these areas. In performing these duties the R.C.M.P. ("J" Division) maintain a Criminal Investigation Branch, Highway Patrols on all Provincial Highways and enforce various Provincial Statutes including the Liquor Control Act and the Motor Vehicle Act.

The objective of the Government of New Brunswick and the R.C.M.P. is to provide impartial and uniform Law Enforcement in all areas of the Province under it's jurisdiction and to render aid and service upon request to other police agencies. It is ~~also~~ responsible for the provision of assistance to Municipalities in the event of police strikes or withdrawls of service. It also is responsible for aid to local areas of the Province in general in the event of local or Provincial disasters or emergencies./

The objectives as stated above are met by employing 360 officers and 44 public servants in 27 rural detachments, 1 sub-division headquarters, 1 headquarters in the Province. 96 of the officers are assigned to Highway Patrol. The balance are distributed amongst detachments and special sections such as Commercial Crime/ The Division, in 1977, deployed 167 police cars, 56 highway patrol cars, 10 station wagons, 8 trucks, 8 boats, 18 snowmobiles, and 1 aircraft./

In 1977, the Division handled 7604 traffic accidents, including 193 fatalities in 142 accidents, 30904 traffic charges and 3403 criminal traffic cases. It handled 14280 criminal occurrences, including 9 murders. It handled 6200 liquor occurrences, and 1409 people were detained under the Intoxicated Persons Detention Act.

R.C.M.P. Policing General

The R.C.M.Police provide police services in New Brunswick, pursuant to the terms of a contract between the Province of New Brunswick andthe Government of Canada, to all unincoporated areas of the Province and all incorporated with a population not in excess of 1500. This general agreement is referred to as the Umbrella Contract and the persons receiving coverage under that agreement are referred to as receiving Umbrella coverage.

In addition, a number of incorporated areas with over 1500 population receive, by agreement, police services under the Umbrella Contract. This is referred to as Ad Hoc Coverage. These areas could be required to provide their own policing because their population is over 1500 but historically they have been allowed to operate under the Umbrella Agreement.

The R.C.M.Police also provide police services to a number of municipalities over 1500 population by virtue of Direct Contracts between the Municipality and the Government of Canada. These are referred to as Direct R.C.M.P. contracts. and are exempt from [illegible] New Brunswick [illegible] the [illegible] Commissioner [illegible]

In addition, the R.C.M.Police provide police services to one Municipality under 1500 by virtue of a Direct Service Agreement.

R.C.M.Police Services in New Brunswick (1978)

Total population receiving R.C.M.P. Umbrella Service without ~~contribution~~ specific billing to Province		249,123
Total population receiving R.C.M.P. Umbrella Service for which they are billed ~~directly~~ by Province	APPENDIX "A"	44,063
Total population receiving Ad Hoc Coverage and for which they are billed ~~directly~~ by Province	APPENDIX "B"	25,232
Total population served by Direct R.C.M.P. Contract for which they are billed directly by R.C.M.P.	APPENDIX "C"	54,568
Total population served by Special Service Agreement	APPENDIX "D"	1,138
Total population served by R.C.M.Police	Total:	374,124

As will be noted in Appendix "C" there are (12) twelve Municipalities in New Brunswick with R.C.M.P. Municipal Contracts. Their total strength is 65 officers policing a population of 54,568. This gives a police to population ratio of 1:840.

As will be noted in Appendix "E" total R.C.M.P. Contract strength is 360 Officers policing a population of 318,418 for a police to population ratio of 1:855.

R.C.M.P. - Policing Costs (present)

The cost of R.C.M.P. Service in New Brunswick is governed by the General Contract between the Province and the Government of Canada. The Cost of R.C.M.P. Services are cost shared by the Province and the Federal Government. The present contract is for five (5) years and expires in 1981 when the contract must be renegotiated. The Provincial share of the contract was 52% in the first year and increases 1%/year.

CURRENT CONTRACT COSTS

Year	Prov.Share/Contract	Prov. Cost
1976-77	52%	5,885,878(actual)
1977-78	53%	6,576,597(actual)
1978-79	54%	7,422,600(est.)
1979-80	55%	8,400,000(est.)
1980-81	56%	

When the Contract comes up for renegotiation there is no guarantee that the Federal Government will agree to the present formula. For example they may wish to only pay 25% or less with the obvious cost implications to the Province. With no effective alternative to the R.C.M.P. in New Brunswick the Province is at the mercy of the Federal Government in these negotiations.

Direct R.C.M.P. Contracts are paid by the Municipalities who receive the service. However, the Province pays a portion of this police service through the General Grant formula to Municipalities.

The cost of the general contract is offset by revenue collected from incorporated areas pay directly for Umbrella coverage and Ad Hoc Contract incorporated areas plus the revenue from Special Service Contracts. This of course is also paid partially by the Province through the Municipal Grant structure.

1978

Ad Hoc Contract revenue (Appendix "B")	302,784
Umbrella Contract revenue (Appendix "A"	528,756
Special Service Agreement revenue	36,000

Total R.C.M.P. Activity in New Brunswick

In ~~addition~~ there are a number of R.C.M.P. officers in the Province ~~who are~~ employed in areas of enforcement for the Federal Government. These include National Security, Airport Security, Customs and Excise, Migratory Birds, Banking Act, Competition Act, Drug Enforcement and others. In addition, there is an administration staff for which we pay a % under the Agreement. Also Commercial Crime, Polygraph and Intelligence Special Units are in the Province.

	Police	Public Servants	Total
Provincial Policing	358	43	401
Municipal Policing	62	-	62
Administration	27	43	70
Federal Policing	73	7	80
Training	4	-	4
Totals	524	93	617

The "J" Division strength is distributed amongst 11 Municipal Detachments, 36 Rural Detachments, 3 Airport Detachments, and Sub Division Headquarters in Moncton and Division Headquarters in Frederict

Municipal Policing General Plus Costs

There are twenty-seven (27) Municipal Police Forces (Non-R.C.M.P.) policing 30 Municipalities in the Province of New Brunswick. These 30 Municipal Forces employ 598 policemen and cover a population of 303,126. This gives a police to population ratio of 1:505. The total cost of the Municipal Police Services for these 30 Municipalities is $13,482,994.00. See Appendix "F".

In addition, as already noted thre are 12 Municipal Police Forces who employ R.C.M.P. Officers under Direct Contract with the R.C.M.P. and the Municipalities. There are 66 men covering a population of 54,568. See Appendix "C". This gives a police to population ratio of 1:826. The total cost of Municipal Police Services for those 12 Municipalities is $1,448,328.00.

The cost of Direct R.C.M.P. contracts is paid by the Municipality involved and as indicated the Province pays a share through the General Grants to Municipalities. The cost is also cost-shared by the Municipality and the Federal Government. For the first five men the Municipality pay each year the same % as the Province pays on the Umbrella Contract. For all men over 5 the Municipality pays 80% of total cost.

Also, as previously noted there are 12 Municipalities with populations in excess of 1500 who receive Umbrella Contract coverage in spite of the General Contract Provisions. These are the Ad Hoc

Contracts. They cover a population of 25,232 and their direct billing for this service is $302,784.

Other Policing in New Brunswick (Non-R.C.M.P. - Non-Municipal)

There are many other groups or organizations which provide a form of policing in New Brunswick either in specialized roles or in certain particular areas of the Province. Some of these groups who perform "Quasi Police" functions are funded directly or indirectly by the Province while many are not. The following is a list of some of these groups:

1. Military Police: Generally confined to Armed Forces Bases. Not Provincially funded. Approximate strength in New Brunswick - 60.
2. Harbour Police: Internal Policing organization of National Harbour Board in St. John. Not Provincially funded. Approximate strength - 20.
3. Highway Law Enforcement: Branch of Department of Justice. Provincially funded. Strength - 26 officers engaged in Highway Patrol and enforcement of Provincial Legislation relating to use of highways. Approximate budget - $600,000.
4. Sherriffs & Deputy Sherriffs: Branch of Department of Justice. Principal police role - transfer of prisioners, security of courts. Approximate strength - 30. Approximate budget - $1,200,000.
5. Federal Customs and Excise Officers: (no information available)

6. Provincial game Wardens and Fishery Officers: Generally engaged in resource management and enforcement with police power. Approximate strength - 300.

7. Federal Fisheries Officers: (no information available)

8. A host of Provincial and Federal Inspectors etc.: Who are engaged in enforcement of Legislation. Approximate Provincial Strength - 300.

In addition, there are a large number of Security and Investigational personnel who are not connected to the Government but are employed privately in performing "Quasi-Police" functions:

1. Security Guards: Licensed in New Brunswick - approximately 600.

2. Private Investigators: Licensed in New Brunswick - approximately 75.

3. In House Security Personnel: Employees engaged in security work for employer only. Approximate strength - (500-1000) guestimated.

Costs of Police Services in New Brunswick (1978)

Total cost of Municipal (non-R.C.M.P.) policing (27 Municipalities)	13,482,994.00
Total cost of Municipal (R.C.M.P.) policing (12 Municipalities)	1,448,328.00
Total cost of Municipal (R.C.M.P.) policing (federal) (55% of cost of first five) (80% of cost of five plus)	

* Approximate 750,000.-- 1,000,000.

Total cost of Provincial Policing (Provincial Share)	7,422,600.00
Total Cost of Provincial Policing (Federal Share)	6,312,955.00
Sub-Total	28,666,877.00

*NOTE: Plus Fed. Mun. Contribution

Total cost of Sherriff Program	1,200,000.00
Total cost of Highway Law Enforcement Div.	400,000.00
Total cost of Military and other Fed. Police Groups	
Total cost of Provincial "Quasi-Police" groups	
Total cost of Private Policing (in house and contract)	
Total:	30,266,877.00

It will be noted that there are vast discrepancies in the cost for different types of Police of "Quasi-Police" Officers. Appendix "G" is a comparison of the approximate per man costs of different types of policing.

Historical Cost Perspective - R.C.M.Police Services

The present R.C.M.P. Contract runs from April 1st, 1976 to March 31st, 1981. The following is a schedule of acutal and estimated costs for each year of the contract:

1976-77	Provincial Share	52%	5,885,878	(actual)
1977-78	" "	53%	6,576,597	(actual)
1978-79	" "	54%	7,422,600	(estimate)
1979-80	" "	55%	8,400,000	(estimate)
*1980-81	" "	56%	9,400,000	(estimate)

* Presupposes no change in manpower being granted in 79-80 which would affect 1980-81 billing. In addition, no major equipment purchases such as airplanes etc.

R.C.M.P. Staff Increases: (Historical)

1976 - 77 --- 0
1977 - 78 --- 26 positions
1978 - 79 --- 1 position
1979 - 80 --- 0
1980 - 81 --- (?) planned reduction.

During this same period Nova Scotia increased it's strength by 64 positions and Newfoundland by 113.

How is this Province most effectively and economically policed.

It is clear that R.C.M.Policing in a per man basis is very expensive. In New Brunswick it is almost twice what the Municipal cost/man is. However, the R.C.M.P. officers/1000 population are almost ½ of what Municipal Officers/1000 population are. In addition to this, the Province at present only pays 54% of the R.C.M.P. Cost.

If the Province's share of the R.C.M.P. Contract ~~was~~ were to rise significantly in the next contract, it would appear that New Brunswick could more economically deploy it's own force. The economics would be determined by the same % share under a new R.C.M.P. contract and how many Provincial Officers it would take to replace the R.C.M.P., assuming that a like number of officers would be deployed by the Province at present cost levels it would become more economical to go to our Police force at a % level under the R.C.M.P. Contract of 65% - 9% above the level in 1980-81 of the present contract. Present indications are that the next contract may contain a provision for a Provincial % share in the area of 60-80%. Of course, many present Municipal Forces are not properly equipped and certain sophisticated equipment is borrowed from, or provided by the R.C.M.P. In addition, a Provincial Police Force requires certain additional expensive equipment because of the nature of the job - ie. Province wide communication system. It may be then that a 70% share would be the dividing line.

An alternative to Provincial Police Force might perhaps be a Provincial Highway Patrol Unit, only concerned in Highway Enforcement to replace only the Highway Patrol part of the R.C.M.P. This would be cost efficient at present financial levels. At present there are 94 R.C.M.P. officers engaged in a strict Highway Patrol role in New Brunswick equipped with 50 Highway Patrol vehicles. At present there are 26 Highway Law Enforcement Officers with 26 fully equipped patrol cars. If 26 officers and approximately 6 vehicles were added to this unit a common share reduction in 26 R.C.M.P. officers and 13 vehicles would save the Province approximately 390,000/at present financial levels.

This would be realistic only if the additional 26 officers could replace R.C.M.P. in a one to one basis and integrate their services with the R.C.M.P. In addition, the group would have to be trained to a suitable standard. Even considering training costs an effective cost saving should be possible.

A third alternative would be to set up regional police centres on the pattern in Ontario. These would amount to rural municipal police forces.

Apart from actual dollar figures, provincially controlled police forces would be expected to perform duties beyond the R.C.M.P. and thus provide a more comprehensive service.

Advantages and Disadvantages of R.C.M.Police Services

One of the most obvious advantages of the R.C.M.Police is that they are a highly trained force. This of course has a bearing upon their cost and in fact, for many roles such as Highway Patrol, their officers may in fact be over trained. They bring resources back to the Province to draw on through R.C.M.P. headquarters staff in Ottawa. Administratively they are highly structured and while this also provides high costs it frees the Province from any administration back up needs that a Provincial Police force might require. Generally, their routine policing work is done in an efficient manner. It also provides extensive training capabilities.

Disadvantages of a Contract Force

Any Contract Force has certain disadvantages. It's duties and responsibilities are governed by the contract and it may not provide certain services that would be desirable from the Provinces point of view.

There is a problem of divided loyalty between the Province and it's parent organization. This is of particular importance when sensitive investigations are carried out.

The training and structure of such an organization may not suit the particular area in which it provides contract policing. This is particularly so in areas which are basically rural in nature.

The approximately 1½ million dollars/year spent on training amounts to a direct transfer out of the Province of this amount of money.

The internal administration and operational control of the contract force is left to the internal management of the contract force. In many instances this prevents allocation and distribution of police resources in accordance with what the Province sees as priority items as opposed to operational needs as discerned by the contract force.

A contract force such as the R.C.M.P. is always attempting to influence enforcement policy in the direction of it's parent organization instead of in the direction as seen by the relevant authorities in the Provinces.

Ultimately, a contract force is answerable to it's parent organization and not to the Province. This is because it's parent organization is the one that controls the officers promotion, demotion or standing in the group./

A contract force does not provide the security of information that an internal or provisional police force provides. This again is very relevant when it comes to sensitive investigations. (ie. - Hughes Judicial Inquiry)

A contract force such as the R.C.M.P. is susceptible to being motivated by what it does as done in the national interest as opposed to Provincial interest or the interests of the contracting party.

Budgetary control of contract forces such as the R.C.M.P. is very difficult. This is caused by the lack of information and the nature of the administration set-up of that force. (Back year billing in the case of the R.C.M.Police is a good example of this)

In addition to this, there is a lack of direct budgetary control. For example, if the R.C.M.Police are granted an over generous pay increase, the contracting Province not only has no say in the granting of the increase, but must pick up it's share of the increase according to the % terms of the contract.

Reliance on the services of a contract force places the Province in a difficult bargaining position at the time of the contract renewal.

Advantages of R.C.M.Police Contract

Federal Government at the present time picks up 46% of the total cost of the Provision of Provincial policing. While there is no guarantee that this % will not rise drastically in the near future upon renogotiation, at the present time despite the high/ man costs of the R.C.M.P., it is very favourable economic situation for the Province.

The extensive training available to R.C.M.P. officers is significant. It is doubtful if a Provincial force would have access to all of this training or would be able to provide it alternatively because of practical or economic considerations. However, with Holland College we are in a better position than most other Provinces in this regard.

What happens in 1981

In 1981 the present R.C.M.P. Contract comes up for renewal. The process of renegotiation has already begun with a view to that date and the implications of a renewal in view of present federal economic restraints and the withdrawl of a significant amount of federal funding to the Provinces.

It is quite likely that the Federal Government will at the very least, be seeking an increased Provincial Cost Sharing now in the new contract. The present contract terminated at a level of 56% paid by the Province. It is likely that the Federal Government will be seeking a Provincial share somewhere between 65 and 80% of total contract cost. This will of course, if the Federal Government follows this approach, raise the question of ecomomic alternatives to the R.C.M.P. service. Such an alternative will not be available unless the Province takes action in this direction substantially in advance of the contract termination date. It is a fact that a number of other contract provinces are presently meeting to discuss what their alternatives might be and whether or not they are viable.

It may also be that in 1981 the Federal Government for the purposes of it's planning etc., will seek a contract with a much longer duration. For example, it may seek a contract term of 10 years. This of course, barring effective opting out provisions in the contract will lock the Province into R.C.M.P. service for a longer period of time with the resultant costs.

Criteria used in desiding R.C.M.P. Service Levels

The process leading to requests for additional manpower begins with the R.C.M.P. Their own planning sections provide reports justifying increased service levels. The type of information and the way they put it are designed to fit their own equations as to what constitutes sufficient policing. The Province is not privy to the systems analysis which gives rise to their parameters and this causes problems of verification and analysis by the Province. Application of what they consider to be a valid formula may result in a request for manpower or equipment where basic logic on our parts indicates it is not necessary but we lack the knowledge and understanding of their formulas and process to attack them. Requests are then directed to the Department of Justice with reasons, based on this system of analysis, for staff increases.

The Department of Justice attempts, through it's knowledge of the other components of the criminal justice system - ie. court prosecutors etc., and through a comparative analysis, to determine whether or not such requests are valid, economical and are of sufficient priority. It also attempts to determine if requests can be dealt with by other means such as relocation of existing manpower and resources. In addition, the Department looks at other areas to determine appropriate manpower levels. Recourse is had to data on frequency of crime, citizen complaints and various other factors. All of these factors are taken into account before a judgement is made on manpower levels.

By way of example, for 1979-80, an initial request was made by "J" Division for thirty-three (33) new positions on the Provincial Contract. This was subsequently reduced to 13; 7 Provincial positions and 6 for direct municipal contracts. Ultimately only four (4) municipal positions were approved and this was at the request of two direct contract municipalities. One specific request was for a polygraph operator. The Department determined present part time service was sufficient and in fact allowing this position increase would encourage the use of a device the Department feels is of very limited value.

It is obvious then that initial requests require extensive analysis, for in 1979-80, we went from 33 to 0. The cost of these 33 positions would have been approximately $680,000.00/year to the Province in the 79-80 contract year alone.

While individual requests are considered and dealt with, an attempt is made to relate these off time legitimate individual requests to the overall Provincial picture to determine if the manpower and resources in aggregate should be sufficient and internal mobility is the answer.

Alternatives to R.C.M.P. Contract (as it now exists)

1. Replace R.C.M.P. with N.B. Provincial Police Force - This of course requires an entire paper to deal with the ramifications etc. However, it is estimated that at present cost levels, such an alternative becomes economical if we are prepared to pay 65% plus of the existing R.C.M.P. Contract.

2. Replace R.C.M.P. Highway Patrol Unit with Provincial Unit - If Man/man replacement is possible this scheme would be cost efficient at present cost sharing levels.

3. Assume control over all R.C.M.P. in Province - Then cost share on basis of Provincial work done with all Headquarters and administration people taken out.

4. Provincial Highway Patrol with Regional Police Units - This would involve municipal units for rural areas with a Provincial

Highway Patrol. Close to the system now employed in Ontario.

5. Renegotiate R.C.M.P. Contract - To reduce cost and enhance accountability. This process now underway amongst the Provinces.

Appendix "A"

POLICING - NEW BRUNSWICK

Umbrella R.C.M.P. Contracts

LOCATION	POPULATION	COST
Alma	334	$ 4,008.00
Aroostook	464	5,568.00
Baker Brook	499	5,988.00
Bath	882	10,584.00
Belledune	747	8,964.00
Bertrand	1,203	14,436.00
Bristol	860	10,320.00
Cambridge-Narrows	406	4,872.00
Canterbury	501	6,012.00
Centreville	606	7,272.00
Charlo	1,302	15,624.00
Clair	792	9,504.00
Darlington	722	8,664.00
Doaktown	1,022	12,264.00
Douglastown	1,032	12,384.00
Drummond	675	8,100.00
Eel River Crossing	1,411	16,932.00
Florenceville	768	9,216.00
Fredericton Junction	630	7,560.00
Gagetown	655	7,860.00
Grand Harbour	527	6,324.00
Grande Anse	765	9,180.00
Harvey	376	4,512.00
Hillsborough	1,153	13,836.00
Jacquet River	735	8,820.00
Kedgwick	1,271	15,252.00
Lac Baker	325	3,900.00
Loggieville	784	9,408.00
Meductic	170	2,040.00
SUB-TOTAL	21,617	$259,404.00

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POLICING - NEW BRUNSWICK

Umbrella R.C.M.P. Contracts

LOCATION	POPULATION	COST
Millville	308	$ 3,696.00
Nigadoo	799	9,588.00
North Head	647	7,764.00
Norton	1,285	15,420.00
Paquetville	601	7,212.00
Petitcodiac	1,472	17,664.00
Plaster Rock	1,368	16,416.00
Pointe Verte	1,370	16,440.00
Rexton	872	10,464.00
Riverside Albert	467	5,604.00
Riviere Verte	1,009	12,108.00
Sainte Anne de Madawaska	1,341	16,092.00
Saint Francois	650	7,800.00
Saint Hilaire	168	2,016.00
Saint Jacques	1,374	16,488.00
Saint Joseph	741	8,892.00
Saint Louis de Kent	1,278	15,336.00
Salisbury	1,410	16,920.00
Seal Cove	526	6,312.00
St. Andre	310	3,720.00
St. Martins	544	6,528.00
Stanley	435	5,220.00
Sussex Corner	864	10,368.00
Tide Head	897	10,764.00
Tracy	662	7,944.00
Westfield	1,048	12,576.00
SUB-TOTAL	22,446	$269,352.00
TOTAL	44,063	$528,756

Appendix "B"

POLICING - NEW BRUNSWICK

Ad Hoc R.C.M.P. Contracts

LOCATION	POPULATION	COST
Atholville	1,862	$ 22,344.00
Balmoral	1,722	20,664.00
Bas-Caraquet	1,728	20,736.00
Beresford	3,199	38,388.00
Chipman	1,999	23,988.00
Gondola Point	1,846	22,152.00
Grand Bay	2,947	35,364.00
Nelson-Miramichi	1,543	18,516.00
Perth-Andover	1,973	23,676.00
Petit Rocher	1,790	21,480.00
Saint Antoine	1,551	18,612.00
St. Basile	3,072	36,864.00
	25,232	$302,784.00

POLICING - NEW BRUNSWICK

Direct R.C.M.P. Contracts

LOCATION	POPULATION	STRENGTH (Includes Oi/C)	1978 BUD
Buctouche	2,556	03	$ 52,7
Campbellton	9,282	14	388,3
Cap Pele	2,287	03	65,3
Hampton	2,641	03	40,0 (9 M
McAdam	1,985	03	48,7
Minto	3,714	05	97,5
Oromocto	10,276	12	261,6
Neguac	1,733	03	40,5
Richibucto	1,909	03	60,8
Riverview	14,177	10	293,1
St. Andrews	1,711	03	52,5
St. Quentin	2,297	03	47,0
	54,568	65	$1,448,3

Appendix "D"

POLICING - NEW BRUNSWICK

Special R.C.M.P. Contracts

LOCATION	POPULATION	COST
Rogersville	1,138	$36,000.00

	CRIMINAL CODE		MANPOWER			C.C. CASE BURDEN	OTHER CASE BURDEN	CLEARANCE RATIO	POLICE POP. RATIO	CRIMES / 1000 POP.	% OVERTIME of TOTAL HR	[illegible]	[illegible]
	Reported	% Unfound.	Det.	P.S.	H.P.								
HIPMAN	217	6	4		2	54	334	63	703	52	7	510	[illegible]
OASTOWN	294	11	5	1	2	49	99	67	956	44	6	[illegible]	[illegible]
DMUNDSTON	358	14	6	1	5	51	236	53	1,229	27	10	1,063	[illegible]
LORENCEVILLE	563	22	5	1	3	94	216	51	1,491	47	9	1,576	[illegible]
REDERICTON	1077	13	17	2	12	60	209	58	747	50	8	3,460	[illegible]
AGETOWN	169	19	3			56	158	42	905	62	6	500	[illegible]
RAND FALLS	241	9	4	1	2	48	196	56	1,420	28	5	649	[illegible]
RAND HARBOUR	126	4	3			42	61	55	850	49	12	376	[illegible]
AMPTON	765	6	7	1	7	95	240	38	314	174	5	2,208	25
CADAM	131	11	3	1		33	109	42	645	68	4	990	27
NTO	135	20	3			45	91	49	630	71	8	[illegible]	[illegible]
ERTH-ANDOVER	541	9	5	1	2	90	184	54	784	99	5	894	[illegible]
LASTER ROCK	354	5	4			88	93	65	890	99	6	[illegible]	36
T. GEORGE	308	14	4	1	2	62	271	56	1,102	47	5	969	[illegible]
AINT JOHN	596	13	8	2	4	60	101	51	591	84	5	1,437	[illegible]
T. LEONARD	104	8	3			35	86	74	1,422	24	11	378	[illegible]
T. QUENTIN	251	12	4			63	67	67	786	80	6	937	25
T. STEPHEN	401	19	6	1		57	71	40	1,482	45	12	1,298	29
USSEX	496	13	5	1	4	81	426	53	1,095	49	7	1,289	[illegible]
OODSTOCK	416	10	6	1	6	59	252	56	958	36	5	1,317	27
. QUENTIN	357	11	3			52	67	79	749	62	7		
ADAM	204	16	3			68	66	60	662	87	4		
TO	316	13	5			63	102	59	743	74	7		
OHOCTO	832	12	12			69	68	53	856	72	6	2,315	27
. ANDREWS	179	10	3			59	62	53	570	94	4	[illegible]	

Appendix "F

	A	B	C	D	E	F	G	H	I	J	K	L	M
	CRIMINAL CODE		MANPOWER			C.C. CASE BURDEN	OTHER CASE BURDEN	CLEARANCE RATE	POLICE POP. RATIO	CRIMES / 1000 POP.	% OVERTIME of TOTAL HR	TOTAL OCCURRENCES	ASSIST CASES
	Reported	% Unfound.	Det.	P.S.	H.P.								
ATHURST .	785	5	6	2	4	98	186	52	1,452	54	7	1,373	22
UCTOUCHE	375	7	4			94	93	21	2,157	44	13	1,289	29
AMPBELLTON	781	11	6	1	3	111	264	59	1,576	55	8	2,203	26
ARAQUET	594	15	5	1	2	99	103	73	1,668	51	11	1,387	11
ILLSBOROUGH	247	6	5			49	52	54	1,053	47	8	921	37
ACQUET RIVER	438	8	4	1	2	88	148	47	691	106	7	1,211	46
GUAC	315	13	4			79	105	56	1,923	41	9	853	38
NCASTLE	914	12	9	2	6	83	125	44	1,375	44	7	2,785	31
TITCODIAC	600	10	6	1	6	86	157	47	801	57	5	1,266	22
RT ELGIN	187	17	4			47	83	51	876	53	10	539	26
CHIBUCTO	658	11	4	1	3	132	150	61	1,401	67	8	1,840	22
ERSVILLE	172	15	3			57	174	58	907	58	8	408	40
KVILLE	390	6	4	1	6	78	320	59	1,067	37	6	920	41
DIAC	866	15	5	1	6	144	238	43	1,315	60		1,823	20
PPEGAN	496	5	5			99	67	69	1,695	59	8	1,085	23
CADIE	495	7	5	1	2	83	186	58	1,804	39	7	910	24
TOUCHE	175	9	3			58	83	48	852	62	7		
PBELLTON	919	10	14			66	52	47	663	89	5	4,231	42
PELE	171	13	3			57	143	53	762	65	10	371	21
JAC	129	7	3			43	93	57	578	69	10		
IBUCTO	331	9	3			110	92	75	636	157	7		
RVIEW	927	16	12			77	56	45	1,181	55	7	4,031	49

	CRIMINAL CODE Reported	% Unfounded	MANPOWER Det.	P.S.	H.P.	C.C. CASE BURDEN	OTHER CASE BURDEN	CLEARANCE RATE	POLICE POP. RATIO	CRIMES / 1000 POP.	% OVERTIME of TOTAL HR.	TOTAL OCCURRENCES	% ASSIST. CASES
REDERICTON UBDIVISION	9,231	12	165	28	52	41	126	52	692	47	7	24,720	33
ONCTON UBDIVISION	10,965	11	153	46	41	51	89	52	909	49	8	30,546	35
J" DIVISION	15,846	11	277	61	94	47	111	52	809	53	5	44,023	33

A = Uniform Crime Reported Offences

B = Percent of A which are unfounded as defined by UCR MANUAL.
For Actual Criminal Code Offences (A - (B x .01 x A)).

C, D, E, = Manpower as of December 31.

F = A ÷ (C + D)

G = (UCR Total Other Offences) ÷ (C + D)

H = (UCR Criminal Code Offences cleared by charge, or "Otherwise" as defined by UCR Manual) ÷ (Actual Offences) x 100

I = N ÷ (C + E) (Rural Detachments based on 1971 census, Municipal Detachments based on 1976 census.)

J = (A - (B x .01 x A)) ÷ (N ÷ 1000) (Rural Detachments based on 1971 census. Municipal Detachments based on 1976 census.)

K = (Overtime hours worked ÷ Total hours worked) x 100

L = Total Occurrences (Calendar Year).

M = Percent assistance cases (Calendar Year).

N = (See Exhibit 1 attached) Detachment population based on available geocoded statistics.

NOTE: Division data is not directly comparable to detachment data as it includes all personnel listed under the Provincial Policing Sub-Activity, i.e. Field Ident., GIS, Dogmaster, etc.; while subdivision data includes municipal policing totals.

Appendix "F"

POLICING - NEW BRUNSWICK

Municipal Forces

LOCATION	POPULATION	STRENGTH (Includes Chief)	1978 BUDGET
Bathurst	16,301	29	$ 737,306
Blacks Harbour	1,619	03	54,478
Blackville	924	03	59,770
Caraquet	3,950	06	125,242
Chatham	7,601	12	252,573
Dalhousie	5,650	10	220,679
Dieppe	7,460	11	251,390
Dorchester	1,125	01	-------
Edmundston	12,710	24	580,021
Fredericton	45,248	81	1,763,496
Grand Falls	6,223	11	223,685
Hartland	974	03	43,296
Moncton	55,934	119	2,582,345
Nackawic	1,341	02	47,986
Newcastle	6,423	12	306,245
Port Elgin	492	01	19,450
Rothesay*	11,081	12	276,339
Sackville	5,755	09	221,650
Saint John	85,956	195	4,717,300
Shediac	4,612	07	139,899
Shippegan	2,544	05	88,965
St. George	1,148	03	35,416
St. Leonard	1,593	03	48,816
St. Stephen	5,264	10	202,095
Sussex	3,938	09	180,000
Tracadie	2,591	06	112,202
Woodstock	4,969	11	192,350
	373,126	598	$13,482,994

Including Fairvale, Renforth and Quispamsis.

Appendix "G"

COMPARATIVE/MAN POLICING COSTS

R.C.M.P. / Man Cost Provincial Policing:			
	Fed. Share	17,633.95	
	Prov. Share	20,733.51	
	Total		38,367.16
R.C.M.P. / Man Cost Municipal Policing:			
	Fed. Share		
	Munic. Share	22,281.96	
	Total		
Municipal / Man Cost Municipal Policing			22,546.81
H.L.E. / Man Cost Highway Patrol			23,076.92
Ontario Pro. Police / Man Cost Provincial Policing			33,959.20
Ontario Mun. Police / Man Cost Municipal Policing			29,291.83

Appendix "H"

POLICE TO POPULATION RATIOS - COMPARISONS

	Police Strength/1000 Population 1975-76 R.C.M.P. Umbrella	Total Police/Population (inc. Municipal)
British Columbia	1/525	1/500
Alberta	1/553	1/476
Manitoba	1/573	1/476
Saskatchewan	1/588	1/526
P.E.I.	1/721	1/714
Nova Scotia	1/972	1/588
New Brunswick *	1/1048	1/587
Newfoundland **	1/1065	1/769

* Our present rate is 1/870. (In 3 years N.B. increased by 27 members.)

** In last 3 years Newfoundland has increased by 113 members.

Appendix "I"

R.C.M.P. HISTORICAL STRENGTH IN N.B.

Number of R.C.M.P. Officers in New Brunswick 1970- 1978

(pursuant to the Provincial Contract)

Year	Regular Members	
1970	294	
71	307	
72	305	
73	309	
74	321	
75	328	
76	333	
77	*348	
78	359	
79	359	already decided and agr

* 10 more positions were authorized in this year but did not come on strength until 1978.

Inter-Office Memo
Note Interservices

DOCUMENT #9

Department of / Ministère: Justice

From: / De: Barry L. Athey
Director of Policing

Date: February 6, 1979

To: / A: Gordon F. Gregory
Deputy Minister

Copies To: / Copies à:

Subject: / Objet: Areas of concern in renegotiation of R.C.M.P. Contract

77-1185 (1/75)

I have identified the following areas of concern for us in the process of arriving at a Provincial position on renegotiation of the R.C.M.P. Contract with the Federal Government for 1981 through 1986.

1. Headquarters Ottawa Costs: These were taken out of the last agreement and we should endeavor to insure that they do not attempt to put them back in either directly or as hidden costs.

2. Interdivisional Transfers: The cost of these were also excluded from the last agreement, although I have some concern that they may be re-appearing concealed within the assessments for administrative and training costs. We should insure that they have not found their way back in, and do not in the new contract.

3. Pensions: The present assessment for pensions under the existing contract is 12% of gross pay. This figure, although down from the 15% originally put forward by the Federal Government, is still considered excessive. I think we should attempt to have this figure set at a level equal to the Provincial Government scheme in each Province. For this Province I believe this is 7%. This would represent a considerable saving over the life of the contract if this reduction were to be negotiated.

3. Training: At present we are assessed a figure of $1200.00 per man on the Provincial establishment for training. This figure relates to recruit training and is something I believe we should attempt to negotiate out of the contract. It does not seem appropriate for a contracting party to pay for a service and to provide for the training of the personnel who are to provide that service. In addition to this, there is another aspect in relation to training, that is the Province, pursuant to the terms of the contract, should be given input into the number of officers that are going to be trained or the decision making process as to what streams of recruits will go through the training process, and also the Province should have some input into the type of training

.... /2

C R. [illegible]

that is given to these recruits in a general way so that that training might relate to the needs of the Province contracting for the service.

5. Specific Reporting Procedures in the Contract: We should attempt to negotiate into the contract specified procedures for the submission of reports by the contracting force to the Province in relation to both administrative and operational procedures. This could be done through incorporating the procedures directly within the contract or by referring them into the contract and attaching them as appendices to the contract with the entire procedures set forth in detail in the appendices.

6. Provisions for Non-disclosure of Investigations: We should attempt to negotiate into the contract a provision which indicates that the results of the Provincial Investigations cannot be transmitted outside the Province, or released to any other law enforcement agency or to the R.C.M.P. Headquarters without the prior consent of the Provincial Attorney General. It is felt that this would not be an undue hardship on the R.C.M.P. for in 99% of the cases this approval would be a routine matter, and it is only in those cases where the Attorney General for valid reasons does not wish the results of such investigations to be passed on, that the R.C.M.P. would not be permitted to send on the results of their investigations to either Headquarters Ottawa or to other investigative agencies.

7. Administrative Cost Per Man: This should be reduced to a reasonable figure from the present assessment. The present assessment appears to be overly excessive and the Province should attempt, in it's negotiation, to have this figure reduced to what it considers to be a reasonable figure. The present figure of $3750.00 per man does not appear to this writer to be reasonable.

8. The Percentage Share that the Province Pays: We should initially attempt to argue that this percentage should slide back to 50% form the present terminating percentage of 56. The arguments that would support this would be that the force was not strictly a Provincial Police Force, but in fact, a National Police Force maintained for National purposes to some extent by reason of their contracting with the Provincial authority. This situation becomes obvious when the R.C.M.P. are liable to be withdrawn for emergency situations etc. .In lieu of negotiating a percentage back to 50%, which does not seem realistic, the next step should be to at least attempt to freeze the percentage at the present 56%.

...... /3

It is felt that the Federal Government will attempt in the present negotiations, to negotiate a much larger percentage to be paid by the Province and every effort should be expended to insure that this percentage is, as indicated, either reduced or maintained at present levels.

9. Alternatives to R.C.M.P. Service: One of the concerns during the negotiation of this agreement should be the viability of alternatives to the R.C.M.P. service in order to place the Province in a position to more effectively bargin with the Federal Government. Some of the alternatives that are being considered by the group who is working on the renegotiation of the contract are Provincial Police Forces, withdrawl of the R.C.M.P. Highway Patrol and substitution of a Provincial Highway Patrol and extension of present Municipal Policing to include Regional Policing Districts.

10. Present Year Billing System: This is a concern in that the present back year billing system leads to an inability to control costs in the ordinary Government budget process, however, to move to a present year billing system would involve substantial direct payment by the Provinces to the Federal Government to bring the billing up to date. It may be that if the benefits of present year billing systems are deemed to be substantial that an arrangement would have to be worked out for the payment of the back due bill over a period of some considerable time to allow the Province to absorb that cost and vove to the present year billing system.

These are some of the areas that I have identified as of concern to us in renegotiation of the present contract. I would appreciate it if you would review these and indicate to me whether or not you are aware of any other areas that we should be concerned with as we approach renegotiation.

Barry L. Athey

DOCUMENT #10

Royal Canadian Mounted Police Contract Policing
Province of New Brunswick

A Submission to the Cabinet Committee
on Social Development prepared by
The Department of Justice

February 14, 1979
Confidential

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Objectives of the R.C.M.P. Contract

The Province of New Brunswick has contracted with the Government of Canada for R.C.M.Policing to maintain law and order and enforce the Criminal Code and various Provincial Legislation in those areas of the Province where the Provincial Government is responsible for the maintenance of Police Services. Seven other Provinces in Canada have entered similar agreements for the same purpose. The Province attempts through the vehicle of this agreement to provide uniform, quality law enforcement to the areas for which it is responsible. The Province also provides by use of the R.C.M.P. contract force, emergency police assistance to Municipalities upon request and some specialized technical assistance when requested by the Minister of Justice.

General Services Provided by the R.C.M.P. Contract

The R.C.M.P. Contract provides for the provision of R.C.M.Policing to all unincorporated areas of the Province and all incorporated areas with a population of less than fifteen hundred (1500). In addition, a number of incorporated areas with populations over 1500 are policed under the General Agreement, outside of the terms of the contract, by special arrangement. (See Appendix "A") A variety of specialized [illegible] and technical services are provided to all areas of the Province and to Municipal Police Forces including the Provincial Crime Laboratory and various training facilities.

Specific Coverage Provided by the R.C.M.P. Contract in 1978/1979

Pursuant to the terms of the Agreement, the R.C.M.P. police all rural areas of the Province of New Brunswick. They also police fifty-six incorporated areas with a population of less than fifteen hundred. (See Appendix "B") They also police twelve incorporated areas with populations over 1500 by special arrangement. (See Appendix "A")

	1978
Total rural population receiving R.C.M.P. contract service:	249,123
Total population in incorporated areas under 1500 receiving R.C.M.P. contract service:	44,063
Total population in incorporated areas over 1500 receiving R.C.M.P. contract service by special arrangement:	25,232
Total population policed by R.C.M.P. contract:	318,418

The balance of the population of New Brunswick is policed by Municipal Police Forces. (See Appendices "C" & "D")

The R.C.M.P. contract coverage as outlined was effected by deploying 360 uniformed officers and 44 public servants in 263 rural detachments and 2 ~~headquarter~~ headquarter operations. 96 officers of the 360 strength are assigned to Highway Patrol with the balance distributed amongst detachments, special sections and headquarters staff.

Total R.C.M.P. Activity in New Brunswick

There are a number of R.C.M.P. officers in the Province who are employed in areas of enforcement for the Federal Government not cost shared by the Province. These include National Security, Airport Security, Customs and Excise, Migratory Birds, Banking Act, Competition Act, Drug Enforcement and others. In addition, there is an administration staff for which we pay a percentage of their costs under the Agreement. Also commercial crime, polygraph and intelligence special units are included in the Federal Force.

1978

	Police	Public Servants	Total
Provincial Policing	360	44	404
Municipal Policing	62	–	62
Administration	27	43	70
Federal Policing	73	7	80
Training	4	–	4
Totals	526	94	620

The "J" Division strength is distributed amongst ~~11~~ 12 municipal detachments ~~Municipal Detachments,~~ 37 rural ~~Rural~~ Detachments, 3 Airport Detachments and Sub-Division Headquarters in Moncton and Division Headquarters in Fredericton.

R.C.M.P. Contract Costs

The cost of R.C.M.P. contract policing is governed by the terms of the contract. A copy of the estimated cost breakdown for 1978/79 showing major expenditure items less amounts credited against the total cost is attached. (See Appendix "E")

The total cost of R.C.M.P. contract policing, as arrived at according to the calculation outlined in Appendix "E" , is then cost shared by the Province of New Brunswick and the Federal Government according to the formula in the contract. The present contract started in 1976 and terminates in 1981. The Provincial share of the contract was 52% in the first year and increased 1% per year during the life of the contract. This same formula applies to all eight contract Provinces.

Actual and Estimated R.C.M.P. Contract
Costs over the Life of the Contract

Year	Provincial % Share	Prov. Costs	Increase in Total Cost
1976-77	52%	$5,885,878 (Actual)	
1977-78	53%	$6,576,597 (Actual)	$690,719 (Actual)
1978-79	54%	$7,422,600 (Est.)	$846,003 (Est.)
1979-80	55%	$8,291,910 (Est.)	$869,310 (Est.)
1980-81	56%	$9,200,000 (Est.)	$908,090 (Est.)

While some of these increases have been partially as a result of increases in manpower, (See Appendix "F") and our increasing percentage share, a large portion has been due to increasing cost of existing services. This has been due to factors such as R.C.M.P. pay increases over which the Province has not specific control.

Despite these rapidly increasing costs the per capita cost of R.C.M.P. contract policing in New Brunswick is among the lowest in Canada largely due to the fact that we deploy, at present, the fewest number of police officers per 1000 population of any Province in Canada. (See Appendix "G") This is because of this Province's attempts to limit costs through it's most effective means, limiting manpower growth.

A portion of the cost of the R.C.M.P. contract is recovered by direct billing to incorporated areas receiving R.C.M.P. contract coverage.

	1978	1979
Ad Hoc Contract Revenue (1978) * (Appendix "A")	$302,784	$454,176 (Est.)
Umbrella Contract Revenue (1978)* (Appendix "B")	$528,756	$793,134 (Est.)
Total:	$831,540	$1,247,310 (Est.)

* Amounts based on $12/capita billing figure for 1978. 1979 [illegible] $18/capita.

A portion of these amounts is recovered by the incorporated areas through the Municipal Grant Formula.

The 40¢ per $100 of assessment charged to the unincorporated areas for services includes an allowance for policing services based upon the 1978 charge to incorporated areas of $12. per capita. In 1979 this will produce tax revenue from unincorporated areas for police services amounting to $1,809,900.

Advantages and Disadvantages of R.C.M.P. Contract Policing in New Brunswick

To date the most significant advantages of R.C.M.P. Contract police have been cost and quality. The financial advantage because of the shared cost arrangement. R.C.M.P. per man actual costs are the highest of any force in Canada. This advantage will be lost once the Province's share of total cost goes beyond 65%.

In addition, R.C.M.P. contract policing relieves the Province from having to set up it's own police force with the attendant administrative, training, planning and organizational problems.

The R.C.M.P. at the detachment level have historically provided an above average level of policing.

There are a number of significant disadvantages to this type of policing which may be tolerable when the cost is attractive but become more significant when substantial cost savings to the Province is not a factor.

A contract force's responsibilities are governed by the contract and it may not provide certain services, such as enforcement of all Provincial legislation, that would be desirable from the Province's point of view. Decisions affecting the cost of the contract are often beyond the control of the Province, such as R.C.M.P. salaries. There is, in addition, a lack of budgetary control because the general operation of the contract force is the prerogative of the force. The present system of back year billing, Provincial budgeting for 1979-80 to pay for actual costs incurred in 1978-79, is an example of this.

It is difficult for the contracting Province to control or assess operational or budgetary decisions because we must rely on the data supplied by the contracting force.

Apart from operational and budgetary problems, a contract force has a number of other drawbacks. It's training and administrative organization while necessitated by national responsibilities, as seen by the R.C.M.P. or the Government of Canada, may not suit it's Provincial role, especially in smaller Provinces. A contract force is subject to the policies of two governments - Provincial and Federal. The R.C.M.P. does not provide confidentiality of information gathered in the Province in the course of it's Provincial Policing responsibilities. Policy decisions and priorities are determined by the Government of Canada or the Commissioner's Office in Ottawa, as opposed to Provincial interests and needs.

Without effective alternatives the Province is in a poor position in bargaining for renewal of the contract.

Position of the Province of New Brunswick in 1981 - R.C.M.P. Contract Expiry Date

In 1981 the present R.C.M.P. contract expires. According to the terms of the contract, the renegotiation and possible renewal discussions can begin anytime after March 31, 1979. The eight contracting Provinces through mutual agreement have already begun discussions with a view to arriving at a uniform bargaining stance to take to the Federal Government. Preliminary discussions have indicated that most Provinces are in agreement that, subject to the Federal Government's position on it's percentage share, the Provinces may have to consider possible alternative methods of providing Provincial policing to make an appropriate recommendation to their Governments on whether renewal should be pursued. The present contract has a two year notice provision for either party to opt out.

It is the consensus of the Provinces' negotiating teams that the best possible operational and least costly financial arrangement should be bargained in these negotiations. When this is done, an evaluation should take place using the cost alternatives which have been prepared by the Provinces. This will enable each Provincial Government to decide whether or not to renew.

The Provinces at this stage, all agree that the Federal Government will be seeking a percentage in excess of 65% share from the Provinces in the next contract. This is due to federal budgetary restraints and pressure from Ontario and Quebec to be compensated for their Provincial Police Forces to the extent they believe contract Provinces are being subsidized in their Provincial policing costs by the Federal Government.

Unless the Provinces are in a position to proceed in alternative ways, they ~~will~~ may have to enter into agreements which are more costly than is necessary to provide similar police services. In view of this, the contract Provinces are presently studying and costing the situation at various Provincial percentage share levels and also studying and costing possible policing alternatives. This is being done in an attempt to strengthen their bargaining positions and with a view to determining the economic practicality of implementing the various alternatives.

Possible Alternatives to R.C.M.P. Contract Policing and Cost Comparisons

As previously indicated,the contract Provinces as a group are presently looking at possible alternatives to the present contract arrangement. This study has only just begun and each of the Provinces have undertaken to look at special areas. Although little information is available to date it is important to note that R.C.M.P. policing in New Brunswick is almost twice as expensive per man deployed as municipal policing. (see Appendix "H") A similiar relationship exits between costs of R.C.M.P. policing and the Highway Law Enforcement Division of the Department of Justice. (See Appendix "H")

The following possible alternatives have been identified for costing purposes to arrive at a position where the Provinces might reasonably consider other approaches.

A. Replace the R.C.M.P. with a provincial police force.

B. Replace the R.C.M.P. highway patrol complement with a provincial highway patrol.

C. Expand municipal policing by lowering the population figure from the present 1500 and thereby require more incorporated areas to provide their own policing.

D. A combination of B and C.

E. Establish a provincial highway patrol in conjunction with regional policing units. (Basically present set up in Ontario)

F. Attempt through the use of one or more of the above to negotiate a more favorable contract with the federal government for contract policing

G. Attempt to negotiate a more favorable agreement with the federal government for contract policing by substantially altering the present contract provisions or reducing the provincial percentage share of cost.

H. Use of existing "Quasi Police" groups in the Province to assume some duties presently performed by R.C.M.P. contract force and thereby reduce it's numbers and or it's areas of responsibility and thereby reduce pressure from the federal government to increase provincial percentage share.

The costs and implications of the above are now being looked at to determine if one or more approaches should be considered when the Federal Government's position on Provincial cost share is made known.

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Present Role of the Highway Law Enforcement Division of the Department of Justice

The Highway Law Enforcement Division was originally attached to the Provincial Secretary's Department. While with that Department, it's responsibilities and size grew. At the time of the dissolution of the Provincial Secretary's Department, it employed 60 Highway Law Enforcement officers. Thirty officers worked in scale houses in the Province engaged in weighing trucks. They were transferred to the Department of Transportation upon dissolution. The remaining 30 officers stationed around the Province performed a variety of functions which had been delegated to them over a period of time. In addition to these duties they began some time ago to assume a general highway patrol function. The activities which they engaged in prior to transfer to Justice were as follows:

1. General Highway Law Enforcement - In a manner of speaking Highway Patrol concentrated on the provisions of the Motor Vehicle Act.
2. Portable Scale Weighing - This was to augment the fixed scales and take weight enforcement to areas not covered by fixed scales.
3. Escort of Over Width Vehicles - This was to provide safe passage of these vehicles on the highway.
4. Service of Documents of License Suspension - Where service could not be affected by mail.
5. Pick up of Cancelled Sales Tax Licenses -

6. **Distribution of Bulk Fuel Marker** - Appears to have been only a matter of convenience. Enforcement of Gasoline & Motive Fuel Tax Act.
7. **Pick up of Cancelled or Revoked Licenses (Drivers)**
8. **Pick up of Cancelled Registration Plates**
9. **Inspection and Licensing of Motor Vehicle Inspection Stations** - The entire program from inspection to license issuance.
10. **Various other duties as assigned from time to time by the Provincial Secretary**
11. **Service of Summons of Weight Scales Infractions**
12. **Assistance to other Police Agencies**

In performing these duties, the Division deployed 30 officers equipped with 30 fully equipped police vehicles. These officers were located throughout the Province and all work was performed on Monday to Friday daytime shifts.

As a result of the Department of Justice's submission that these persons could be deployed in the role of a Highway Patrol Unit so as to decrease or hold the line on R.C.M.P. demands for manpower, they were transferred to the Department of Justice as a branch of Policing Services on October 1, 1978. The operation was complicated by the death of the Assistant to the Chief Enforcement Officer and the lengthy illness of the Chief Enforcement Officer himself. In December, four of these officers were transferred to the Department of Transportation to carry out the Motor Vehicle Inspection Station Program.

The Department of Justice attempted to assess the capabilities and training of this group not only in relation to what they might do in the future, but also in relation to their present duties. At the same time, a hard look was taken at the present duties in order to determine if they were (1) of any value, (2) being done in the most efficient way, (3) being done in the safest way and (4) if officers were properly trained to carry them out.

This review was not undertaken to simply reallocate the group's resources, but primarily to determine if what they were doing was necessary and the most cost efficient use of their time.

The following steps have been taken by the Department of Justice:

1. The escort of over width vehicles was assumed by the R.C.M.P. and Municipal Police Forces in the interests of safety and Province wide co-ordination of this activity.

2. The services of documents of license suspension function is being negotiated with the R.C.M.P. and local forces with a view to a more efficient system and one which would provide proof of these offences in Court.

3. Portable scale weighing was retained by the Division and attempts are being made to increase this enforcement function by more actively including other police agencies.

4. The pick up of motor vehicle licenses and plates and sales tax licenses is continuing but alternative methods of doing this routine administrative job are being studied.

5. Active highway law enforcement was increased by more intensive scheduling and by removing other administrative duties from supervisory personnel to allow them to also conduct highway patrol work.

6. A specific highway patrol schedule was put in place to assure maximum road coverage with available manpower.

7. All officers were instructed to conduct general patrols with a view to apprehending offenders for violations of all Provincial Laws regulating the use of highways.

As a result of these first steps, enforcement of most provincial highway laws has been greatly enhanced through increased police presence on the highways during week days. Shift scheduling is also being considered within economic and manpower limitations.

Attempts are presently underway to more fully integrate this patrol work with other police agencies in the interests of economy and quality policing of the provincial highways.

Relationship of the Highway Law Enforcement Division to the Future of Police Services in New Brunswick

As already indicated, the Highway Law Enforcement Division performs a number of duties not carried out by other agencies. Dissolution of this Division would require these services to be carried out by other enforcement agencies.

For example, if these duties were assumed by the R.C.M.P. and if a similar number of R.C.M.P. officers had to be involved, the actual cost to taxpayers would be double. As well, some of the duties would require renegotiation of the present R.C.M.P. contract, likely resulting in higher costs or, failing this, some duties would cease. Unless some increase in R.C.M.P. officers resulted, actual highway law enforcement would drop below presently low levels. The pressure for increased numbers of R.C.M.P. officers and attendant increased reliance on the contract force weakens our bargaining position. These reasons alone are grounds for retention of this Division.

Retention of this Division in its present form or some other alternative has a number of possible future benefits.

The continued presence of the Division and its increased highway patrol duties will help ease the pressure of manpower increases requested by the R.C.M.P. Increased proficiency at highway patrol duties and time available will, we hope, lead to actual R.C.M.P. contract strenght reductions. Development of skills through further training should provide a cost effective alternative to R.C.M.P. highway patrol. Such an alternative provides an effective bargaining tool for R.C.M.P. contract negotiations as well as providing a viable alternative for aspects of provincial policing requirements. To illustrate the latter point, if the Province's cost-share in a new R.C.M.P. contract were 70 percent, a one-for-one replacement of the entire R.C.M.P. highway patrol compliment would provide greater coverage at a saving of $1,000,000.00 per year over the contract term. If the Division retains most of its present functions with greater emphasis on highway patrol and if the twenty-six officers resulted in a cut of fifteen R.C.M.P. officers, the annual savings would be $300,000.00 per year based upon present operational costs and our present cost-share of R.C.M.P. operations. A similar operational group exists in Alberta and that Province is presently looking at alternative uses of that group.

To sum up, the Division at its present size with proper training and development has the potential to save the Province needed dollars during the present R.C.M.P. contract. Its expansion has the potential to save even more dollars. The existence of the Division in the future may provide the Province with an effective and economical alternative to aspects of R.C.M.P. contract policing. As a nucleus it becomes at the very least, a useful bargaining tool in negotiations for a new R.C.M.P. contract.

Appendix "A"

POLICING - NEW BRUNSWICK

Ad Hoc R.C.M.P. Contracts *

LOCATION	POPULATION	Cost to Municipality ~~COST~~ (1975)
Atholville	1,862	$ 22,344.00
Balmoral	1,722	20,664.00
Bas-Caraquet	1,728	20,736.00
Beresford	3,199	38,388.00
Chipman	1,999	23,988.00
Gondola Point	1,846	22,152.00
Grand Bay	2,947	35,364.00
Nelson-Miramichi	1,543	18,516.00
Perth-Andover	1,973	23,676.00
Petit Rocher	1,790	21,480.00
Saint Antoine	1,551	18,612.00
St. Basile	3,072	36,864.00
	25,232	$302,784.00

*Ad Hoc R.C.M.P. Contracts: Those Municipalities who because of their population of over 1500 are not eligible for coverage under the General Contract, but receive such coverage as a result of Special Arrangement.

POLICING - NEW BRUNSWICK

Umbrella R.C.M.P. Contracts

LOCATION	POPULATION	Cost ~~Charge~~ to Municip. ~~COST~~ (1978)
lma	334	$ 4,008.00
Aroostook	464	5,568.00
Baker Brook	499	5,988.00
Bath	882	10,584.00
Belledune	747	8,964.00
Bertrand	1,203	14,436.00
Bristol	860	10,320.00
Cambridge-Narrows	406	4,872.00
Canterbury	501	6,012.00
Centreville	606	7,272.00
Charlo	1,302	15,624.00
Clair	792	9,504.00
Darlington	722	8,664.00
Doaktown	1,022	12,264.00
Dorchester		
Douglastown	1,032	12,384.00
Drummond	675	8,100.00
el River Crossing	1,411	16,932.00
Florenceville	768	9,216.00
Fredericton Junction	630	7,560.00
Gagetown	655	7,860.00
Grand Harbour	527	6,324.00
Grande Anse	765	9,180.00
Harvey	376	4,512.00
Hillsborough	1,153	13,836.00
Jacquet River	735	8,820.00
Kedgewick	1,271	15,252.00
Lac Baker	325	3,900.00
Loggieville	784	9,408.00
Meductic	170	2,040.00
SUB-TOTAL	21,617	$259,404.00

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POLICING - NEW BRUNSWICK

Umbrella R.C.M.P. Contracts

Cost to Municipal. (1975)

LOCATION	POPULATION	COST
Millville	308	$ 3,696.00
Nigadoo	799	9,588.00
North Head	647	7,764.00
Norton	1,285	15,420.00
Paquetville	601	7,212.00
Petitcodiac	1,472	17,664.00
Plaster Rock	1,368	16,416.00
Pointe Verte	1,370	16,440.00
Rexton	872	10,464.00
Riverside Albert	467	5,604.00
Riviere Verte	1,009	12,108.00
Sainte Anne de Madawaska	1,341	16,092.00
Saint Francois	650	7,800.00
Saint Hilaire	168	2,016.00
Saint Jacques	1,374	16,488.00
Saint Joseph	741	8,892.00
Saint Louis de Kent	1,278	15,336.00
Salisbury	1,410	16,920.00
Seal Cove	526	6,312.00
St. Andre	310	3,720.00
St. Martins	544	6,528.00
Stanley	435	5,220.00
Sussex Corner	864	10,368.00
Tide Head	897	10,764.00
Tracy	662	7,944.00
Westfield	1,048	12,576.00
SUB-TOTAL	22,446	$269,352.00
TOTAL	44,063	$528,756.00

POLICING - NEW BRUNSWICK

Municipal Forces

LOCATION	POPULATION	STRENGTH (Includes Chief)	1978 BUDGET
Bathurst	16,301	29	$ 737,306
Blacks Harbour	1,619	03	54,478
Blackville	924	03	59,770
Caraquet	3,950	06	125,242
Chatham	7,601	12	252,573
Dalhousie	5,650	10	220,679
Dieppe	7,460	11	251,390
Edmundston	12,710	24	580,021
Fredericton	45,248	81	1,763,496
Grand Falls	6,223	11	223,685
Hartland	974	03	43,296
Moncton	55,934	119	2,582,345
Nackawic	1,341	02	47,986
Newcastle	6,423	12	306,245
Port Elgin	492	01	19,450
Rothesay*	11,081	12	276,339
Sackville	5,755	09	221,650
Saint John	85,956	195	4,717,300
Shediac	4,612	07	139,899
Shippegan	2,344	05	88,965
St. George	1,148	03	35,416
St. Leonard	1,593	03	48,816
St. Stephen	5,264	10	202,095
Sussex	3,938	09	180,000
Tracadie	2,591	06	112,202
Woodstock	4,869	11	192,350
	302,001	597	$13,482,994

*Including Fairvale, Renforth and Quispamsis.

POLICING - NEW BRUNSWICK

Direct R.C.M.P. Contracts

LOCATION	POPULATION	STRENGTH (Includes Oi/C)	1978 BUDGET
Buctouche	2,556	03	$ 52,739
Campbellton	9,282	14	388,381
Cap Pele	2,287	03	65,359
Hampton	2,641	03	40,000 (9 Mos.)
McAdam	1,985	03	48,700
Minto	3,714	05	97,501
Oromocto	10,276	12	261,685
Neguac	1,733	03	40,500
Richibucto	1,909	03	60,840
Riverview	14,177	10	293,123
St. Andrews	1,711	03	52,500
St. Quentin	2,297	03	47,000
	54,568	65	$1,448,328

*Direct R.C.M.P. Contracts: Municipalities who contract themselves, with the R.C.M.P. for Municipal Policing. This Policing does not come under the Provincial R.C.M.P. Contract.

ESTIMATE COST 1979/80

PROVINCIAL/TERRITORIAL POLICING FORMULA

BASED ON 1978/79 EXPENDITURE FORECAST

DIVISION: "J"

PROVINCE: New Brunswick

(Rounded to nearest hundred)

1.	(a) Expenditure in "J" Division Under Provincial Policing (O & M ÷ Equipment costing less than $100,000)		$ 12,729,400
	(b) Cost of Pensions at 12% of Pay (RIO-03 - Less Overtime $7,721,802)		$ 926,600
	(c) i) Cost of Divisional Administration ($ 3,750 X 360 men)		$ 1,350,000
	ii) Cost of Recruit Training ($ 1,024 X 360 men)		$ 368,600
	(d) Cost of Accomodation ($2.00 X 102,469 sq. feet)		$ 204,900
	(e) Amortization on Acquisition of Equipment costing $100,000 or more ($ 452,313 X $1/_{10}$)		$ 45,200
	Sub-Total		$ 15,624,700
2.	LESS:		
	(a) Marine Services (if applicable)	$(0)	
	(b) Corps of Commissionaires expenditures (RIO-21)	(223,600)	
	(c) Refund of expenses paid as a driect cost	(9,400)	
	(d) Interdivisional Transfer Expenses	(221,100)	
	(e) Civil action, Compensation Claims and Ex-Gratia Payments	(11,700)	
	(f) Revenue from Quaters Deductions	(73,000)	
	(g) Revenue from Municipalities for Accomodation	(9,700)	$(548,500)
	TOTAL		$ 15,076,200

COST TO PROVINCE AT 55% - $ 8,291,910

R.C.M.P. HISTORICAL STRENGTH IN N.B.

Number of R.C.M.P. Officers in New Brunswick 1970 - 1978
(pursuant to the Provincial Contract)

YEAR	REGULAR MEMBERS	INCREASE
1971	307	
72	305	(-2)
73	309	4
74	321	12
75	328	7
76	333	5
77	*349	26
78	360	1
79	360	0

* 10 more positions were authorized in this year but did not come on strenght until 1978.

POLICE TO POPULATION RATIOS - COMPARISONS

	Police Strength/1000 Population 1975-76 R.C.M.P. Umbrella	Total Police/Population (inc. Municipal)
British Columbia	1/525	1/500
Alberta	1/553	1/476
Manitoba	1/573	1/476
Saskatchewan	1/588	1/526
P.E.I.	1/721	1/714
Nova Scotia	1/972	1/588
New Brunswick	1/1048	1/587
Newfoundland	1/1065	1/769

* Our present rate is 1/870. (In 3 years N.B. increased by 27 members.)

** In last 3 years Newfoundland has increased by 113 members.

Appendix "H"

COMPARATIVE/MAN POLICING COSTS

N.B. R.C.M.P. / Man Cost Provincial Policing (1978):			
	Fed. Share	17,633.95	
(54%)	Prov. Share	20,733.51	
	Total		38,367.16
N.B. Municipal / Man Cost Municipal Policing (1978)			22,546.81
N.B. H.L.E. / Man Cost Highway Patrol (1978)			22,000.00 *
Ontario Prov. Police / Man Cost Provincial Policing			33,959.20
Ontario Munic. Police / Man Cost Municipal Policing			29,291.83

* 1978-79 cost about $18,000 per man. Differential represents perceived costs of properly trained and equipped

Inter - Office Memo
Note Interservices

DOCUMENT #11

Department of:
Ministère: Justice

To:
A: Gordon F. Gregory, Q.C.

Date: July 3, 1979

From:
De: Robert L. Scammell

Copies To:
Copies à: Barry Athey
Hazen Strange, Q.C.

Subject:
Objet: R.C.M.P. Contract Position

77-1185 (1/7

This is a follow-up summary of our agreements and observations at the June 6 meeting. Item references are as originally listed in Barry's memo of February 6, 1979.

Item 1. Headquarters Ottawa Costs - Agreed.

Item 2. Interdivisional Transfers - Agreed. Barry is to do some research on this.

Item 3. Pensions - Agreed on approach proposed. Barry is to verify actual Federal cost as a percentage of payroll.

Item 4. (Barry's memo shows 3) Training - Agreed.

Item 5. Specific Reporting Procedures in Contract - Objective as suggested fine, but need to be specific. This is where this fell down in last round.

Item 6. Non-disclosure of Investigations - Agreed.

Item 7. Administrative Costs Per Man - It was concluded Barry should get a better "handle" on what is in here before we finalize a position. The most significant aspect may be "input" as to how this cost grows.

Item 8. Percentage Share Province Pays - Agreed.

Item 9. Alternatives to R.C.M.P. Service - Not discussed, but obviously this is an alternative we must consider. This requires full-time attention and we must resolve how we propose to do this.

Item 10. Present Year Billing System - We all agreed present system lacks sufficient sense of accountability. We should push for federal concessions if they wish to adjust. Needs further review.

GENERAL:

1. There should be a classifying of issues into
   - General policy (Items 6, 9)
   - Administrative matters (Item 5)
   - Financial implications (Items 1, 2, 3, 4, 7, 8, 10)
2. Since our review we have received some suggestion that the Feds are developing some positions which are disadvantageous to Provinces. It is not clear whether the positions are sourced from the Force, the Bureaucracy or the (former) political level. It may be advantageous to begin this process from the (new) political level.

Robert L. Scammell
Executive Director
Program Administration

RLS:jer

DOCUMENT #12

INFORMATION PAPER ON
POLICING IN NEW BRUNSWICK

Barry L. Athey
Director of Policing
18 December 1980

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APPENDICES

A. COST OF RCMP PROVINCIAL POLICE SERVICES
B. RCMP CONTRACT COSTS PER OFFICER
C. NEW BRUNSWICK HIGHWAY PATROL COST PER MAN
D. NEW BRUNSWICK HIGHWAY PATROL ENFORCEMENT ACTIVITY
E. UPCOMING POLICE COLLECTIVE AGREEMENT EXPIRATIONS
F. RECORD OF CADET TRAINING AT THE ATLANTIC POLICE ACADEMY
G. RECORD OF IN-SERVICE TRAINING AT THE ATLANTIC POLICE ACADEMY
H. DISCUSSION PAPER ON THE CLASSIFICATION OF NEW BRUNSWICK MUNICIPAL POLICE FORCES FOR THE PURPOSES OF RECEIVING RCMP ASSISTANCE IN VARIOUS SITUATIONS

PROVINCIAL POLICE SERVICES

Since 1934 the Province of New Brunswick has contracted with the federal government for provincial police services using the Royal Canadian Mounted Police. Initially in 1934 the arrangement required a payment of approximately $1,000 per officer for each member supplied pursuant to the agreement. This represented an initial position of an approximate 30 percent provincial and 70 percent federal cost share arrangement.

Over a period of time the cost share required to be paid by the provincial government has gradually increased to the point where the current contract, which was entered into in 1976 and expires March 31, 1981, requires that in the final year of this contract, the Province will pay $10,450,000 for this service, being 56 percent of the actual cost of maintaining a provincial police force of 359 officers. The percentage payment being governed by the terms of the contract requiring the province to pay an escalating percentage from 51 percent to 56 percent over the 5-year term of the contract.

The service contracted provides certain province-wide services and direct policing to approximately 300,000 persons, 70,000 of which are located in municipalities with a population of under 2,500 persons and the balance in unincorporated areas.

The Province recovers from the municipalities so policed $24 per capita in 1980 and will recover $30 per capita in 1981, the net revenue realized in 1981 being approximately 2 million dollars.

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Over the past five years the cost of this service has increased approximately 12 percent per year due to inflation and the increased percentage provided for by the contract. The police to population ratio presently provided by the contracted service is one policeman for every 835 citizens as compared with a municipal police to population ratio of one to 480 persons. The cost per R.C.M.P. officer to the Province in the final year of the present agreement was $29,000 with the actual cost being $52,000. Basically, the terms of the contract provide the method of functioning and accountability of this Provincial Police Force. Many of the terms of the present contract are unsuitable and inappropriate bearing in mind the appropriate role of the Provincial Attorney General as the chief law enforcement officer in the province and the province's responsibility for the administration of justice and policing.

MUNICIPAL POLICE SERVICES

Approximately 380,000 persons received policing from municipal police forces directly in the Province of New Brunswick. This is accomplished through (a) provision by a municipality of its own police force, (b) contracting with the federal government for an R.C.M.P. municipal police force, and (c) contracting with another municipal police force.

a. Own Municipal Police Force

Twenty seven municipalities provide their own police force. They police 305,000 persons with 610 officers. The total cost of this service in 1980 was 17,211,240

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with an average per capita cost of $57.95. The average cost of each officer deployed for 1980 was approximately $29,000.

b. Contract with Federal Government

Eleven municipalities contracted with the federal government for municipal police services. Approximately 55,000 persons received such services at a 1980/81 cost of $1,547,384, being approximately 66 percent of the actual cost of such service, the percentage being determined by the contractual arrangement.

c. Contract with Another Police Force

Four municipalities in the Province of New Brunswick presently contract at a fixed rate per capita with the town of Rothesay for provision of police service.

OTHER PROVINCIAL POLICING

The New Brunswick Highway Patrol presently polices the Trans-Canada Highway from the Quebec border to Jemseg. It deploys 25 officers in four detachments at a total cost for the 1980/81 year of $750,000. /The per officer cost is $30,000. Presently, this policing is augmentative only to the R.C.M.P., although the R.C.M.P. have proposed redistribution of manpower in this region to other areas of the province to take into consideration the enhanced policing being provided by the New Brunswick Highway Patrol.

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Presently under consideration are possible reductions in R.C.M.P. strength as a result of this deployment of Highway Patrol Officers.

OTHER POLICING IN THE PROVINCE OF NEW BRUNSWICK

Approximately 70 R.C.M.P. officers are deployed in the Province of New Brunswick by the federal government to enforce federal laws only. The federal government pays 100 percent of their cost. In addition, the federal government deploys through its various agencies Canadian National Railways Police, National Harbours Police and Military Police for specialized enforcement in relation to legislation governing activity in these areas.

PROPOSED PROVINCIAL R.C.M.P. POLICE SERVICE CONTRACT 1981-1986

The federal offer for a new provincial police contract proposes a cost split of 75 percent provincial and 25 percent federal. This represents a direct 33 percent increase over current costs. Or conversely, it represents an increase of $4,722,000 in 1981/82. In addition, $2,177,000 in costs have been added to the base figure on which the percentage share of costs are calculated by adding into the base figure payment for Ottawa administrative costs, increasing training costs, increased accommodation costs and an assessment for elimination of what is currently referred to as the one-year drag in the current R.C.M.P. contract billing procedure.

The increase under the proposed federal contract would mean that New Brunswick would pay in 1981/82, $16,258,380 as opposed to $9,150,000 in 1980/81. This is an increase of 78 percent in one year and is for the same number of provincial police officers.

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The per officer cost to the province would rise from approximately $29,000 per R.C.M.P. officer employed to $43,000 per officer, with the actual cost per officer being approximately $57,000 per man in 1981/82 or 62 percent more than the average estimated cost per municipal officer for the same year or 60 percent more than the average per officer cost for a Highway Patrol officer for the same year.

PROPOSED MUNICIPAL R.C.M.P. POLICE SERVICE CONTRACT

The present municipal R.C.M.P. contract provides that municipalities will pay 56 percent of the cost of the first five officers employed and 81 percent of the cost of the balance of the officers employed. Under the new proposal, municipalities would pay a flat 90 percent of the total cost of the officers employed under municipal contract and the federal government would pay 10 percent. In addition, the base on which the percentage share is calculated is increased in accordance with the provincial contracts, adding in costs for increased accommodation, training, etc.

The result of this proposal is an increase from $1,547,384 in 1980/81 to $2,749,900 in 1981/82, or an effective across the board increase of 77.7 percent.

In addition, the federal proposal calls for elimination of all such contracts where the population of the municipality is less than 5,000 persons. This would eliminate eight of the eleven direct municipal R.C.M.P. contracts in the Province of New Brunswick. Those municipalities would be left with the alternative of accepting R.C.M.P.

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umbrella policing, which would be a very much reduced service from what they have been receiving as a result of the direct contracts, but they would be required to pay, in the new contract, almost as much money for this substantially reduced service.

The only other option for these municipalities would be to create their own police force and this would, of course, put substantial pressure on the provincial government to provide assistance to them in order to effect the creation of these police departments.

The federal government has indicated that the option is left to the provinces to renew these direct contracts out of their provincial police strength so that the contract would be between the province and the municipality. However, the extension of this renewal to these municipalities would be very discriminatory in that they would pay for an enhanced service the exact same amount as the other approximately 75 municipalities in the province who receive umbrella coverage but with no dedicated policing in those other 75 municipalities. This would not appear to be a practical option.

ISSUES RAISED BY THE PROPOSED FEDERAL CONTRACT OFFER, BOTH PROVINCIAL AND MUNICIPAL

1. The rapidly rising cost of R.C.M.P. provincial police services.
2. The rapidly rising cost of R.C.M.P. municipal police services.
3. The apparent large discrepancy between the cost of deploying one R.C.M.P. officer and the cost of deploying one municipal officer.

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4. The apparent withdrawal of R.C.M.P. municipal police services for most areas now receiving this service in the Province of New Brunswick and the resultant demand for more municipal police forces.
5. The resultant rise in per capita umbrella costs as a result of R.C.M.P. cost escalation under the proposed agreement.

ALTERNATIVES TO R.C.M.P. PROVINCIAL POLICING

1. Provision of one New Brunswick Police force for all municipalities and unincorporated areas.
2. Creation of a New Brunswick Provincial Police force to replace the present R.C.M.P. police force and perform approximately the same role.
3. Creation of a New Brunswick Highway Patrol, province-wide and the resultant partial reduction in R.C.M.P. numbers under the R.C.M.P. contract.
4. Encouragement of regional police forces where appropriate in order to reduce the number of R.C.M.P. officers required under the provincial policing agreement.
5. Provision of a New Brunswick Provincial Police Force or like body to supply a pool of manpower to allow the province to enter into contracts with municipalities to provide police service to that municipality.

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CLASSIFICATION OF NEW BRUNSWICK MUNICIPALITIES FOR THE PURPOSE OF RECEIVING POLICE ASSISTANCE

Because of the rapidly rising cost of delivery of provincial police services and because of the desire to encourage appropriate growth and development within existing municipal police departments, it has become apparent that the issue of what services will be provided to municipal police departments by the provincial police service requires consideration.

In an attached document distributed to the New Brunswick Chiefs of Police for discussion purposes, an attempt has been made to classify municipalities for the puspose of providing assistance and for establishing the basis upon which assistance would be provided at what cost.

The requirement for such classification is also necessitated by the necessity of the provincial police service being able to know what demands will be placed upon it by other municipal police forces in the province in addition to those which it must meet in providing direct policing to that portion of the province for which it is responsible. At the same time, it is necessary to consider the cost-effectiveness of the service or assistance which is being provided to these municipalities and whether a more efficient, practical, or appropriate method of providing this service is or should be available.

It is apparent that any such classification must necessarily be based upon population and tax base.

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The larger municipalities with sufficient tax base and resources should be able to provide the full range of police services required by that municipality. This would, of course, be subject to situations where for reasons other than resource it is necessary to call in another police force for assistance, such as cases where members of the police force themselves are involved in investigations.

Such a classification must necessarily document that range of services which are presently provided, to whom those services should continue to be provided and at what cost. The largest range of services which are presently provided are those which any police department should necessarily be providing for either through existing manpower or through budgeting for assistance. For this range of services it is proposed that a full cost-recovery scheme be initiated where such service is to be made available. In the cases of smaller municipalities it may or may not be appropriate to consider providing technical or expert assistance in cases of a complicated or serious nature on either a full-cost recovery or cost-added basis. This again should reflect the capability of the individual municipality based on its resources to provide a certain range of police services.

It is appropriate to note that there is a range of police services that is provided nationally by the federal government through the vehicle of the R.C.M.P. to all police forces in Canada without charge.

There are also services of a similar nature which are provided to all municipal police forces in the province by the provincial police service without charge.

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The intent of the classification is to deal with those services which it is felt should either (a) not be provided in view of the size and resources available to the municipal police force itself, or (b) should be provided on a cost-plus basis recognizing that the municipality is responsible but it would be more efficient to provide these services through the vehicle of a provincial police service.

This assistance provided by the provincial police service represents a direct cost to the province for providing police services not only to those areas for which it is directly responsible for policing, but also to those areas where it is by statute not directly responsible but feels a moral or legal obligation to assist in the interest of better administration of justice and more effective polic of the province and its municipalities.

THE NEW BRUNSWICK HIGHWAY PATROL

The New Brunswick Highway Patrol was created in 1979 by utiliz the officers which became available upon the dissolution of the Provincial Secretary's Department who were previously engaged in principally enforcing revenue provisions of the Motor Vehicle Act of New Brunswick. Twenty-five officers were transferred to the Dept of Justice and with these officers a pilot project Highway Patrol program was initiated. These officers were and are deployed in four detachments along the Trans-Canada Highway over the area from the Quebec border to Jemseg. This program has now been in operation for approximately one year with total responsibility being assumed for road patrol of this area as of 1 Jan 80 and total assumption of accident responsibility over this area being assumed 1 Jul 80.

The New Brunswick Highway Patrol in the exercise of its duties has been equipped and deployed as a police force but with limited enforcement responsibility principally relating to the use of provincial highways and in particular the Trans Canada Highway over the area for which they are presently responsible. During the time in which the Highway Patrol has been performing the above-mentioned functions it has brought a greatly enhanced level of enforcement to those sections of highway for which it is responsible. This appears to be attributable to the fact that a dedicated highway patrol unit of this type is more responsive to highway enforcement needs than a general police force with a multitude of responsibilities including both traffic and criminal law enforcement.

The 1980/81 budget for the New Brunswick Highway Patrol of approximately $750,000 breaks down into an average cost per officer of approximately $30,000. This cost is almost on a parallel with the cost of the average cost of the municipal officers deployed in the province of New Brunswick and is substantially lower than the per officer cost of a deployed R.C.M.P. officer. This is attributable to the fact that the Highway Patrol, while trained and equipped to a standard at least if not above the R.C.M.P., is a small organization with much less overhead and administrative cost and is required to enforce and be proficient in only certain specified fields of law enforcement.

The Highway patrol unit appears to be an effective alternative to deployment of RCMP officers under the provincial police service contract for highway enforcement work. This is readily apparent from a cost comparison of the amount of dollars required to deploy each officer and at the same time as realizing a lower cost, also realizing a higher standard of policing on the provincial highways.

POLICE STRIKES

At present in the province of New Brunswick, all police officers deployed are members of unions with the exception of the R.C.M.P. located in the province either under provincial police agreeement, municipal police agreement, or under federal strength.

With the right to strike being granted to police forces the province is in the position of repeatedly having to face the possibility of the withdrawal of municipal police services at any given time upon the expiration of the relevant contract. During the past five years a number of police strikes have occurred and the threat of many more has been present.

Generally speaking, the experience during actual police strikes has been greatly over-stated by the press and the actual damage and dislocation resulting from police strikes in this province has been minimal. This, of course, would not necessarily be the case should we be faced with a prolonged withdrawal of service by a major police force in the province. In fact, a police strike of any duration, by one of the major police forces in the province would present the province with the unfavourable situation of being unable to withdraw sufficient strength from the provincial police service, being the R.C.M.P. to provide emergency coverage to the municipality. This of course, would leave the only effective alternative of ordering the particular police force back to work without regard to the state or nature of the negotiations being pursued to arrive at a new contract.

Present Department of Justice policy provides that R.C.M.P. assistance will be provided to a municipality in the event of a strike by its police force, on an emergency basis only, that is that

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when the police service is withdrawn if there is threat of personal injury or substantial property damage, R.C.M.P. emergency assistance will be provided until the removal of that threat and then withdrawn. The alternative would be to attempt to replace the striking municipal police force with the R.C.M.P. and providing a similar type service to that provided by the municipality. The drawbacks to such an approach are numerous and amongst which are the inability of the provincial police force to deal with a situation in this manner where a major police force withdraws its service due to lack of numbers. Another drawback is the resultant deterioration of police relations between the municipal police force and the R.C.M.P. as a result of the municipal police force perceiving the R.C.M.P. in the role of strike-breakers. This approach has been taken in Nova Scotia and many police realtions problems have been created between municipal police officers and the R.C.M.P.

The alternative to the present situation appear to be limited to (1) the removal of the right of police officers to strike, (2) the replacement of the reigh to strike by the provision of binding arbitration in a contract dispute between a municipality and its police force, or (3) the designation of all municipal police officers as essential employees. All three of these alternatives carry with them both advantages and disadvantages which go without saying.

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ONE POLICE FORCE FOR THE PROVINCE OF NEW BRUNSWICK

In view of the geographic make-up of the Province of New Brunswick and its population distribution, a possible effective alternative to the range of policing services which are presently provided is the establishment of one single police force to police all municipalities in unincorporated areas in the province. The municipalities could either be provided police service directly or could contract with the provincial body for provision of their municipal police service.

This type of an approach would provide one large body of men properly trained and properly equipped to police the province. It would allow mobility of police officers throughout the province with theadvantageous results flowing therefrom and would provide one standard of training, expertise, pay, etc. Such a body would, of course, not be able to retain the right to strike as that right would allow the effective withdrawal of all police service in the province, a situation which would be completely intolerable.

This type of an approach would also remove the province from its dependence on other police forces such as the R.C.M.P., to provide policing services in the province. This would give greater control to the province over the policing which occurred within the province in accordance with the constitution which makes the province responsible for the administration of justice and the provision of policing services. A body of federal officers would of course, be left in the province to deal with the enforcement of federal statutes.

It would appear that many economies of scale could be realized through this approach; however, the R.C.M.P. experience may tend to disprove this theory.

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PEACE OFFICER STATUS

In addition to what are commonly referred to as "police officers", many persons in the province of New Brunswick pursuant to either provincial or federal legislation, enjoy the status of "peace officers".

With the growth of quasi-criminal statutes over the past ten years, provincial and federal governments in addition to municipal governments, have reacted to the requirement for specialize enforcement by creating bodies of personnel to enforce their particular legislation. There are numerous examples of this, amongst which are game wardens, fisheries officers, industrial stafey office environmental inspectors, liquor inspectors, Canadian National Railways Police, National Harbours Police, Military Police, tax inspectors, Motor Vehicle Enforcement Officers, weight enforcement officers, etc.

All of these individuals, pursuant to the Criminal Code or the various pieces of legislation, pursuant to which they operate are conferred some form of peace officer status both for the purpose of carrying our their duties and for their protection.

This has resulted in a situation of virtual mass confusion from the point of view of who is who entitled to enforce the law, what powers they have, what limitations are placed on their scope a power, and who are they responsible to. It has also led to a situat of people being given great power pursuant to statutes with no gene requirement for standardized, effective, training, equipping, or deployment. In addition, it has led to expensive overlap of functi between various enforcement units.

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This sitation has resulted, apparently, from a perceived lack of ability on the part of existing police forces to enforce and deal with the mass of legislation with criminal or quasi-criminal sanctions.

In order to attempt to bring some semblance of order to this situation, the Department of Justice is attempting to study the entire question of "peace officer" status. This study will encompass the status of R.C.M.P. officers, provincial police officers, and municipal police officers, as well as the status of all other peace officers operating in the province of New Brunswick. The intent is to properly define the role of a peace officer and his powers and responsibilities generally and specifically with regard to the legislation he operates under and the powers he is granted thereby.

It is necessary, in a review of this topic, to look at the historical context of "peace officers" and "police officers" to determine their historical rights and obligations as such, and to determine how far these historical rights and obligations extend to existing police officers and peace officers created both to enforce criminal and quasi-criminal legislation.

It is felt that this is a necessary first step in attempting to assess the multitude of enforcement officers who are now presently deployed throughout the province, and whether or not they are properly trained, properly equipped, properly deployed, whether they should exist at all, are their duties being performed by them that should be performed more properly by someone else, are they sufficiently protected in thei performance of their duties, and a myriad of other questions that this situation gives rise to.

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In addition, this issue raises the question of dedicated policing, that is policing devoted to the enforcement of particular statutes or , conversely, policing dedicated to the protection of specific property. It raises issues of cost effectiveness as well as effectiveness of enforcement.

In addition, at the same time, the studies will attempt to deal with the massive growth and the causes and reasons for it of the private policing sector, which now deploys more manpower in the province of New Brunswick than uniformed enforcement officers.

ATLANTIC POLICE ACADEMY

The Atlantic Police Academy is located in Charlottetown, P.E.I. It functions administratively as a branch of Holland College. The Academy was created as a result of an agreement between the three Maritime Provinces which provides that it is to be funded jointly by the three provinces.

The current agreement requires that New Brunswick pay 45 per cent of the total budget which is projected at 252,000 dollars for 1981/82. This is a direct support of policing by the Province as the Academy supplies a large proportion of municipal police officers in the province in addition to providing expensive in-service training.

In 1981 the Academy will begin French language recruit training as a result of pressure from New Brunswick.

In addition, in 1981 the Newfoundland Constabulary will begin recruit training at the Academy. They have indicated a desire to become a party to the operation agreement in two years.

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Historically this facility has been widely used and supported by New Brunswick and its municipal police but this has not been the case in Nova Scotia. There still remains in Nova Scotia strong feeling to push for its own Academy which would, if it came about, seriously affect the future of the Atlantic Police Academy.

A chart on utilization of the Atlantic Police Academy is included.

APPENDICES

APPENDIX "A"

COST OF R.C.M.P. PROVINCIAL POLICE SERVICE

Year	Provincial Cost Percentage	Provincial Cost	Manpower	Cost Per Officer to the Province
1976/77*#	52%	$5,885,900	333	$17,675 34 [illegible]
1977/78*#	53%	6,576,600	348	18,898
1978/79*#	54%	7,303,400	359	20,343
1979/80	55%	8,333,800	359	23,213
1980/81	56%	9,150,000	359	25,487
1981/82*	75%	15,485,400**	359	43,133***

* Based on current federal offer
** Actual cost of service $20,647,200
*** Actual cost per officer $57,513

*# Increases in these years partially influenced by manpower increases

APPENDIX "B"

R.C.M.P. CONTRACT COST PER MAN

Present

$10,461,000.00 ÷ 359 men = $29,139.00

1981/82 Budget

RCMP Cost $20,647,200.00 ÷ 359 = $57,513.00

Cost to Province @ 75% $15,485,400.00

$15,485,400.00 ÷ 359 = $43,134.00

APPENDIX "C"

NEW BRUNSWICK HIGHWAY PATROL COST PER MAN

1980 Budget

25 Officers patrolling from Quebec Border to Jemseg, N.B.

$755,000.00 ÷ 25 = $30,200.00 per man

1981/82 Budget

Present strength patrolling from Quebec Border to Jemseg, N.B.

$810,000.00 ÷ 25 = $32,400.00 per man

1981/82 Budget

Present strength with increase of 12 men and 2i/c to patrol from Quebec Border to Nova Scotia Border

$810,000.00
497,700.00
1,307,700.00 ÷ 38 = $34,413.00 per man

APPENDIX "D"

HIGHWAY PATROL ENFORCEMENT ACTIVITY

Enforcement Responsibility

1 Jan/1 May 1980	Trans Canada Highway Jemseg to Quebec border. Day shift only, seven days/week. Enforcement of Provincial Statutes
1 May/80 - Present	Trans Canada (same area) 24 Hr basis for Provincial Statutes
15 Sep/80 - Present	All accident investigation on Trans Canada (same area) 24 Hr basis

Prosecution Activity by Highway Patrol

1 Jan/30 Nov 1980	Prosecutions 11,396 Revenue $238,655 Warnings 3907 Assistance to other Police Agencies 565

Accident Statistics

Total Fatalities 1 May/30 Nov 1980 - 14
" " 1 May/30 Nov 1979 - 27

Total Accidents investigated 15 Sep/30 Nov 1980 - 144

APPENDIX "E"

UPCOMING POLICE COLLECTIVE AGREEMENT EXPIRATIONS

CHATHAM	December 31, 1980
EDMUNDSTON	December 31, 1980 - Wage Reopener Jan 1/80
FREDERICTON	December 31, 1980
GRAND FALLS	December 31, 1980
MONCTON	December 31, 1980
SAINT JOHN	December 31, 1980
SUSSEX	December 31, 1980
SACKVILLE	December 31, 1980

DIEPPE	April 10, 1981

APPENDIX "F"

RECORDS OF CADETS- A.P.A.

		N.B.	N.S.	P.E.I.	OTHER POLICE	OTHER	"NOT" GRAD
1971	FROM	3	3	9			
	HIRED	4	6	2	3		
1972	FROM	5(1)	12(1)	12			
	HIRED	2	6	5	9	1	6
1973	FROM	12(1)	18(7)	3(4)			
	HIRED	11	7	2	8	3	2
1974	FROM	8(5)	28(11)	8(5)			
	HIRED	14	15	4	3	3	5
1975	FROM	13(12)	41(22)	4			
	HIRED	23	20	6	1	1	7
1976	FROM	11(9)	37(12)	6(4)			
	HIRED	32	7	4	7	3	7
1977	FROM	25(13)	29(11)	6(5)			
	HIRED	23	21	6	3	5	2
1978	FROM	32(21)	35	5(5)			
	HIRED	29	18	0	2	6	6
1979	FROM	30(23)	23	7(7)			
	HIRED	~~22~~ 28	~~2~~ 13	~~1~~ 3	1	1	4

4 - Part Time
2 - Unemp.

(FIGURE IN BRACKETS INDICATES MANPOWER SPONSORED)

APPENDIX "G"

RECORD OF IN-SERVICE TRAINING - A.P.A.

	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
1979						
G.P.S. # 15	19	11				
G.P.S. # 16	12	11	1	9		
A.P.S. # 3	22	8		1		
Arson # 9	9(1)	11(8)	4(4)		(13)	
Arson # 10	2	5(5)	1	5(5)	(10)	
Traffic Inv. # 5	10	6	2			
Traffic Inv. # 6	13					
Traffic Inv. # 7	7					
Supervisors # 13	11	5	1			
Supervisors # 14	7	7	1			
G.L.E. (French) # 3	11			1		1
Firearms # 3	4	2		9		3
Self Defence # 1	2	5	3			
Field Trainers # 1	4	2				1
I.E.R.T. # 2						10
I.E.R.T. # 3						11
I.E.R.T. # 4						15
I.E.R.T. # 5 (Memramcook)						10
Radar (F'ton)	12					
Radar (Moncton)	18					

RECORD OF IN-SERVICE TRAINING - A.P.A.

1979 Cont'd	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
Radar (A.P.A.)	2		3			
Radar (Shediac)	8					
Radar (A.P.A.)	3	2	4	5		
Radar (N.B. Hwy)	18					
Chem Aer. (Sackville)	10			1		
Tear Gas (Amherst)		3				34
G.L.E. (Imm.)						20
G.L.E. (Imm.)						13
G.L.E. (Fish.)						31
G.L.E. (U.I.C.)						22
Evid. Seminar (Shediac)	10					
Evid. Sem. (U.P.E.I.)			8			
Evid. Seminar (NSFFTS)		25(25)			(25)	
Evid. Sem. (N.S)		21*				
Evid. Sem. (N.S.)		20*				
Evid. Sem. (PEI)			19*			
Evid. Sem. (PEI) (P.H.)			19*			
Evid. Sem. (PEI) (C.S.)			20*			

RECORD OF IN-SERVICE TRAINING - A.P.A.

	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
1979 Cont'd.						
Mini Sit (N.S.F.F.T.S.)		11(11)			(11)	
Rpt. Writ.(PEI)			4*			
Management (Moncton)	16					
Evid. (N.S.F.F.T.S.)		14(14)			(14)	
TOTAL	230	169	90	31	(73)	171

Figure in brackets indicate fire department personnel.

* Indicates Civil Service (Provincial)

RECORD OF IN-SERVICE TRAINING--A.P.A.

	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
1978						
G.P.S. #12	6	6	2			
G.P.S. #13	14	6	1			
G.P.S. #14	8		1	7		2
Supervisors #12	8	8	2	1		
I.P.S. #2 (Ind)				8		
A.P.S. #2	21	6	1	1		
Corr. Off. #1						24(P.E.I.)
Corr. Off. #2						24(P.E.I.)
Traff. Inv. #4	11	3	1			
Arson #7	11(8)	7(5)	2(1)		⑭	
Arson #8	10(3)	6(5)	1	1	⑧	
Radar #5	3		3			
R.E.R.T. #1						5
I.E.R.T. #1						10
G.L.E. (Imm) #1						22
Evid. Sem. (St. Stephen)	10					
Pol. Equip. (New Glasgow)		17				
Evid Sem. (N.S.)		24*				
Evid Sem. (P.E.I.)			20*			
Evid Sem. (N.S.)		20*				
G.L.E. (Edmundston)	25					
G.L.E. (Bathurst)	22					
Radar (Mahone Bay)		6				
Radar (Moncton)	16					
Total	165	109	34	18	㉒	87

Figure in brackets indicates fire department personnel.
Total in circle.
*Civil Service.

RECORD OF IN-SERVICE TRAINING--A.P.A.

1977	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
G.P.S. #9	7	4				
G.P.S. #10	7	3				
G.P.S. #11	7	4	1			
A.P.S. #1	19	3	1			
Arson #5	2(1)	5(5)	5(5)		⑪	
Arson #6	5(3)	6(6)	4(2)	2(Nfld)	⑪	
E.S.T.C. #2	11	7	5			
Radar #4	7					
Radar #5	2	6	3			1
Supervisors #10	6	4				
Supervisors #11	12	1	2			
I.P.S. (Ind)				22		
Sec. Crse						10
Cr. Prev. Sem.	22		4	6		
Firearms (Newcastle)	26					
Firearms (New Glasgow)		24				
Radar (F'ton)	25					
Radar (S'ville)	8					
Radar (W'stock)	13					
L.E. Sem. (Memramcook)						15
Evid Sem. (N.S.)		19*				
Evid Sem. (N.S.)		20*				
Evid Sem. (P.E.I.)			19*			
Evid. Sem. (MOT)						14
Total	179	106	44	30	㉒	40

Figure in brackets indicates fire department personnel.

Total in circle.

*Civil Service.

RECORD OF IN-SERVICE TRAINING - A.P.A.

1976	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
Arson #3	4(1)	7(5)	7(7)	1	13	
Arson #4	5(4)	7(5)	2(2)	2	11	
Crim. Inv. #3	13	4				
E.S.T.C #1	10	8	3			
G.P.S. #6	14	2				
G.P.S. #7	10	3				
G.P.S. #8	9	3				
Radar #3	13	1	4			
Supervisors #7	10		3			
Supervisors #8	9	6				
Supervisors #9	Cancelled					
Traffic Inv. #3	9	2				
	106	43	19	3	24	

Figure in brackets indicates Fire Department personnel. Total shown in circle.

RECORD OF IN-SERVICE TRAINING--A.P.A.

	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
1975						
Arson #1	10(6)	6(6)	4(1)	2	13	2
Arson #2	7(5)	6(6)	4(2)		13	
G.P.S. #4	12	3	3			
G.P.S. #5	13	2	2			
Law Enforce	15	4	6			
Radar #1	4		5			
Radar #2	8		1			
Supervisors #5	11	4	5			
Supervisors #6	9	2	1			
Traff. Inv. #1	11	2	3			
Traff. Inv. #2	8					
Crim. Inv. #2	10	5	3			
Parks L.E. #3						20
Total	118	34	37	2	26	22

Figure in brackets indicates fire department personnel.
Total shown in circle.

RECORD OF IN-SERVICE TRAINING - A.P.A.

1979 Cont'd	N.B.	N.S.	P.E.I.	OTHER POLICE	FIRE	NON POLICE
Radar (A.P.A.)	2		3			
Radar (Shediac)	8					
Radar (A.P.A.)	3	2	4	5		
Radar (N.B. Hwy)	18					
Chem Aer. (Sackville)	10			1		
Tear Gas (Amherst)		3				34
G.L.E. (Imm.)						20
G.L.E. (Imm.)						13
G.L.E. (Fish.)						31
G.L.E. (U.I.C.)						22
Evid. Seminar (Shediac)	10					
Evid. Sem. (U.P.E.I.)			8			
Evid. Seminar (NSFFTS)		25(25)			(25)	
Evid. Sem. (N.S)		21*				
Evid. Sem. (N.S.)		20*				
Evid. Sem. (PEI)			19*			
Evid. Sem. (PEI) (P.H.)			19*			
Evid. Sem. (PEI) (C.S.)			20*			

APPENDIX "H"

A DISCUSSION PAPER ON THE CLASSIFICATION OF NEW BRUNSWICK MUNICIPAL POLICE FORCES FOR THE PURPOSE OF RECEIVING RCMP ASSISTANCE IN VARIOUS SITUATIONS

Barry Athey
Director of Policing

BACKGROUND

Increasingly in the past few years, more and more demands have been placed upon the provincial police service, being the Royal Canadian Mounted Police under contract in New Brunswick, to provide special police services or assistance to various municipal police forces in the province for a variety of reasons.

As a result of this and budget constraints presently being felt by all police forces, including the Royal Canadian Mounted Police, the Department has been considering establishing policy with regard to the various types of situations in which the provincial police force, being tbe R.C.M.P., would be prepared to offer assistance to municipal police forces and under what conditions and for what particular types of cases or circumstances.

Discussions have taken place in the past with various municipalities in this regard, and in addition, discussions have been ongoing with the R.C.M.P. with regard to this particular subject. Special impetus has been given to this area by consideration of the proper role of the R.C.M.P. commercial crime section with regard to various cases which are referred to it by other police forces, and in addition, requests for R.C.M.P. special investigative assistance when police forces find themselves for one reason or another in a conflict of interest situation in pursuing an investigation and therefore would rather have an outside agency perform same.

FACTORS TO BE CONSIDERED IN CLASSIFICATION

In determining the types of assistance which would be provided and to whom those services would be made available, discussions have gone forward with the Department of Municipal Affairs in relation to size of various police forces, police budgets and tax base within communities. It is our feeling that any classification of municipalities must first of all take into account the size of the police force involved, the size of the community which it services and the tax base of that community, which in effect will ultimately determine the level of service that police force is able to provide.

Secondly, in considering a classification of this type, it was necessary to examine the various types of assistance which might or might not be called for and whether it would be appropriate to provide such assistance and if so, to whom and at what cost, bearing in mind the above consideration.

PROPOSED CLASSIFICATIONS

It is proposed to group the municipal police forces in the province of New Brunswick into four basic classifications, A through D.

An "A" police force would be one which services a municipal area with a population in excess of 30,000. A "B" classification municipal police force would be one which services a municipal population of from 10,000 to 30,000. A "C" classification municipal

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police force would be one which services a population of from 2,500 to 10,000. And a "D" classification municipal police force would be one which services a population of 1 to 2,500. It should be noted that the "D" classification municipal police force is currently eligible to receive R.C.M.P. umbrella coverage if it's population does not exceed 1,500. There are a number of municipalities who do exceed the 1,500 who are receiving umbrella coverage but have been allowed to continue receiving that coverage to date. It is our intention that "D" class municipal police forces would be those, depending on the renegotiation of the R.C.M.P. contract, who would be eligible for provincial police umbrella coverage but who, for reasons of their own, opt to provide their own police service prusuant to the relevant provisions of the Municipalities Act.

TYPES OF ASSISTANCE

The first type of assistance that is commonly sought from the provincial police service is one where, for one reason or another, the municipal police force otherwise having jurisdiction, would prefer to have an outside agency conduct the investigation. This situation could occur, for example, where a member or members of a particular police force are themselves the subject of a criminal investigation. It is proposed that when provincial police assistance is required to carry out such an investigation all classifications of municipal police forces "A" through "D" will be required to pay the full cost of the investigation if it is turned over to the

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provincial police service. Such a request for assistance should be handled by forwarding a request from the Chief of Police to the Minister of Justice at which time it will be forwarded to the R.C.M.P. and subject to their agreement, principally contingent upon sufficient resources to deal with the problem, assistance will be provided as indicated on a full cost recovery basis.

The second type of assistance often sought by municipal police forces from the police services is the area of commercial crime. In each particular case it will be necessary for the Department to make an assessment as to whether or not the particular circumstances fall within the framework of what is classified as a proper case for the commercial crime division of the Royal Canadian Mounted Police to investigate. Elements in this decision will, of course, be the size of the operation, the scope of the operation, its complicated nature and whether it crosses many jurisdictions. It is our proposal that "A" class municipal police forces should handle all such commerical crime operations within their own municipality. No provincial police service assistance will be extended to "A" class municipalities. "B" class municipal police forces may seek such assistance and if a determination is made that it is a proper case for assistance, it will be provided on a full cost recovery basis. It should be noted at this point that anticipated cases of this kind should be budgeted for in upcoming police budgets. "C" and "D" class municipalities would be provided such assistance on a cost-plus basis. That is, where it was deemed appropriate that the Commercial Crime Division assume the conduct of the investigation, the municipality would be billed for all costs incurred in the investigation above and beyond those costs normally incurred by the Province in providing its own Commercial Crime Section. This would include such items as overtime and travel expenditures.

The third type of assistance which is sought from the provincial police service is major crime assistance by smaller municipalities. It is our proposal that "A" and "B" class municipal police forces would not be eligible for such assistance. "C" and "D" class municipalities would be eligible to receive major crime investigative assistance on a full cost-recovery basis. This in effect would mean that if, for example, a murder occurred in a "C" or "D" class municipality, that municipality could call on the provincial police service in the appropriate case for investigational and technical assistance in order to carry out its investigation. The assistance provided, however, would be billed to the municipalities on a full cost-recovery basis as a legitimate cost of providing basic police service to that community.

The fourth type of assistance which is sometimes requested by municipal police forces from the provincial police service is special technical assistance not available within the police department's own operations. This would include such things as special indentification expertise, bomb disposal, under water recovery teams, etc. These services would be available to "A", "B", "C" and "D" class municipal police forces as they can only be provided efficiently on a province-wide basis. "C" and "D" class municipalities would be eligible for such assistance at no cost for the services so rendered. "A" and "B" class municipalities would be provided the same services but on a cost plus basis for those services which they could, if they chose, reasonably provide.

FINANCIAL CONSIDERATIONS

As previously indicated the proposed policy has been generated as a result of cost pressures which have been increasing on all police services within the province. There is of course another factor to be taken into consideration with the financial implications and that is that while such provincial police services are extended to municipalities it discourages the growth in that municipality of a proper and comprehensive police service for that municipality. This can be detrimental not only to the operation of the provincial police service, but can also be detrimental to the growth, training and equipping of the local municipal police force.

Police forces who are entitled to various types of assistance should be in a position to budget in their police force adequate monies to pay for assistance which they are entitled to seek and will be seeking on a routine basis. In cases where this assistance is routinely available the police force will be able to use the provincial police service rather than having to acqure its own manpower and resources to deal with these problems. This should have ultimate budget savings for those police departments.

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CONCLUSION

It is our intention, therefore, to propose the classification of all municipal police departments in the province into "A", "B", "C" and "D" categories as indicated on the attached appendix setting out the police forces in the province of New Brunswick.

The types of assistance will be available to these police forces will be as outlined above, and the cost which they will incur in requesting such assistance also will be billed in accordance with the above proposal.

It is hoped that this policy will bring some consistency of approach to assistance being provided to municipal police forces and, at the same time, encourage the various police forces to provide the necessary expertise and monies to deal with those problems which are properly left to be dealt with by the local municipal police force.

NOTE* Attached for your information is a cost comparison of all New Brunswick municipal forces for the year 1980 with figures for a total budget, police budget, population police force size, police to population ratio, cost per citizen and cost per police officer. The chart also has been amended to note the proposed classification for each municipality.

ysis of Police Costs of New Brunswick Municipalities for 1979

icipalities	Population	Total Budget	Police Budget	%
hurst B	16,301	$ 5,123,553	$ 759,117	14%
cks Harbour D	1,619	395,150	64,000	16%
ckville D	924	152,623	68,015	44%
aquet C	3,950	1,100,134	119,676	10%
tham C	7,601	1,617,741	307,103	18%
housie C	5,640	2,097,124	247,124	11%
ppe C	7,460	2,168,935	268,485	12%
undston B	12,710	4,054,050	623,034	15%
dericton A	45,248	14,367,170	2,049,862	14%
nd Falls C	6,223	1,256,218	236,446	18%
tland D	974	255,722	55,248	21%
cton A	55,934	21,389,336	3,021,608	14%
kawic D	1,341	468,463	62,830	13%
castle C	6,423	2,064,374	363,355	17%
t Elgin D	492	180,384	21,150	11%
hesay B	12,123	726,762	347,227	47%
kville C	5,755	1,349,656	247,200	18%
nt John A	85,956	35,452,266	5,302,000	14%
diac C	4,216	1,158,469	202,464	17%
ppagan D	2,344	621,632	91,960	14%
George D	1,148	293,480	39,184	13%
Leonard D	1,593	318,222	54,612	17%
Stephen C	5,264	1,406,227	235,825	16%
sex C	3,938	1,192,169	196,500	16%
cadie C	2,591	564,022	126,035	22%
dstock C	4,869	1,033,011	210,860	20%
AL	305,584	$100,806,893	$15,320,920	

CHART 5-1

RATIO AND COST COMPARISONS
(All New Brunswick Municipal Police Forces) (1980)

Municipality	Total Budget	Police Budget	%	Population	Police Force Complement	Pol/Cit Ratio	Cost Per Citizen	Cos Police
Bathurst	$ 5,671,798	$ 867,390	15.3	16,301	29	1-562	$53.21	$29
Blacks Harbour D	438,331	80,420	18.3	1,619	3	1-540	49.67	26
Blackville D	172,226	74,050	43.0	924	3	1-308	80.14	24,
Caraquet C	1,244,441	158,148	12.7	3,950	7	1-564	40.04	22
Chatham C	1,831,438	381,933	20.8	7,601	12	1-633	50.25	31
Dalhousie C	2,312,847	286,745	12.4	5,640	10	1-564	50.84	28,
Dieppe	2,364,011	305,990	12.9	7,460	11	1-678	41.02	27,
Edmundston B	4,490,933	675,745	15.0	12,710	23	1-553	53.17	29,
Fredericton A	15,921,194	2,307,638	14.5	45,248	81	1-559	51.00	28,
Grand Bay C	444,328	63,087	14.2	2,947	3	1-982	21.41	21,
Grand Falls C	1,421,682	274,634	19.3	6,223	11	1-566	44.13	24,
Hartland D	281,040	60,799	21.6	974	3	1-324	62.42	20,
Moncton A	23,557,108	3,494,975	14.8	55,934	120	1-466	62.48	29,
Nackawic D	503,531	74,870	14.9	1,341	3	1-447	55.83	24,
Newcastle C	2,297,353	455,584	19.8	6,423	12	1-535	70.93	37,
Port Elgin D	196,033	22,850	11.6	492	1	1-492	46.44	22,
Rothesay B	861,321	400,279	46.5	*12,123	14	1-866	33.02	20,
Sackville C	1,510,510	288,650	19.1	5,755	10	1-575	50.16	28,
Saint John A	38,859,589	6,045,300	15.5	85,956	195	1-440	70.33	31,
Shediac C	1,236,343	227,561	17.7	4,216	10	1-422	53.98	22,
Shippegan D	741,514	116,500	15.7	2,344	6	1-391	49.70	19,
St. George D	326,480	45,915	14.1	1,148	2	1-574	39.99	22,
St. Leonard C	368,215	56,704	15.4	1,593	3	1-531	35.59	18,
St. Stephen C	1,506,720	275,000	18.2	5,264	10	1-526	52.24	27,
Sussex C	1,352,838	258,890	19.1	3,938	10	1-394	65.74	28,
Tracadie C	613,729	162,583	26.5	2,591	6	1-432	62.75	27,
Woodstock C	1,163,789	249,000	21.4	4,869	11	1-442	51.14	22,
TOTAL	111,739,392	17,711,240		305,584	610			
AVERAGE			15.95			1-501	57.95	29,

Appendix A

Mr. Speaker, I am proud to represent the people of Restigouche West in this Assembly and I pledge to them my continued efforts to bring back to New Brunswick a government that respects them and sees in them the potential for achieving the true greatness of our province.

Thank you.

Mr. GRAHAM, as Hon. Mr. Logan rose to speak: Just like Roger Whittaker and the "Last Farewell."

Hon. Mr. LOGAN: It has been years since I've had such an ovation, for which I thank hon. gentlemen.

Mr. GRAHAM: The first shall be the last.

Hon. Mr. LOGAN: Quite possibly.

Mr. BRANCH: Don't turn around. Remember what happened to Caesar.

Hon. Mr. LOGAN: There was a fellow named Brutus and I'm facing him.

Mr. Speaker - - -

Hon. Mr. SIMARD: Deputy Speaker.

Hon. Mr. LOGAN: He is the Speaker. He is sitting in the Speaker's chair and he is acting as the Speaker.

Mr. Speaker, there appears to have been and still is a considerable amount of controversy about the New Brunswick Highway Patrol. I thought I had made it plain on numerous occasions that there is no intention on the part of the government of New Brunswick, the Department of Justice or the Attorney General to go into a provincial police force. I am continuously amazed at the misconceptions the members opposite and members of the media accept; they refuse to take as fact statements made my members of government and insist that there is some ulterior and underhanded motive in the establishment of the Highway Patrol.

Monsieur l'Orateur, je suis fier de représenter la population de Restigouche-Ouest à l'Assemblée législative et je m'engage à poursuivre mes efforts en vue de redonner au Nouveau-Brunswick un gouvernement qui la respecte et qui croit en sa capacité de développer notre province à son plein potentiel.

Merci.

M. GRAHAM, comme M. Logan se lève pour prendre la parole: Tout comme Roger Whittaker dans sa chanson "Last Farewell".

L'hon. M. LOGAN: Cela fait des années que je n'ai pas été ovationné de la sorte. J'en remercie les députés.

M. GRAHAM: Les premiers seront les derniers.

L'hon. M. LOGAN: Il se peut fort bien.

M. BRANCH: Ne vous retournez pas. Rappelez-vous ce qui est arrivé à César.

L'hon. M. LOGAN: Il y avait un dénommé Brutus et je lui fais face.

Monsieur l'Orateur...

L'hon. M. SIMARD: Orateur suppléant.

L'hon. M. LOGAN: Il est l'Orateur. Il est assis dans le fauteuil de l'Orateur et il le remplace.

Monsieur l'Orateur, il semble y avoir eu et y avoir encore une grosse controverse au sujet de la Patrouille routière du Nouveau-Brunswick. Je croyais avoir expliqué clairement à maintes reprises que le gouvernement du Nouveau-Brunswick, le ministère de la Justice ou le procureur général n'a pas l'intention d'établir un corps de police provincial. Les malentendus véhiculés par les députés d'en face et les médias me surprennent continuellement; ils refusent d'accepter les déclarations des membres du gouvernement et insistent que la création de la patrouille routière cache quelque chose.

I would like to set the record straight on the development of the Highway Patrol and on its role in policing certain specified highways in this province. I am pleased to have the opportunity to do this as the Highway Patrol represents a significant effort by the Department of Justice to improve highway police coverage and to restrain the growing costs of this aspect of police work.

Prior to the dissolution of the Provincial Secretary's Department, there existed within that ministry an enforcement arm called the Highway Law Enforcement Division. It was comprised of approximately 60 uniformed officers. One-half of these officers were employed at fixed weigh scale sites throughout the province, four officers were employed full time in the licensing and inspection of motor vehicle inspection stations, and the balance of the force was vehicle-equipped and performed a number of functions including daylight traffic patrol, service of documents of motor vehicle license suspension, seizure of invalid license plates, daylight weight enforcement, enforcement of motor carrier licensing provisions, escort of overwidth loads on highways and various incidental enforcement activities arising out of the responsibilities of the Provincial Secretary's Department.

Mr. SPEAKER resumed the chair.

Hon. Mr. LOGAN: The officers not assigned to fixed scale sites were distributed throughout the province with one or two-man offices being common. Because there was insufficient manpower in each office to operate on a 24-hour basis seven days per week and because the collective agreement which the unit operated under placed many obstacles in the way of such a comprehensive operation, all enforcement activity, with

J'aimerais rétablir les faits au sujet de la création de la patrouille routière et de son rôle dans la patrouille de certaines routes de la province. Je suis heureux de le faire étant donné qu'elle constitue une mesure importante que le ministère de la Justice a prise afin d'améliorer la patrouille de nos routes tout en freinant la croissance des coûts dans ce domaine.

Avant la dissolution du Secrétariat de la province, celui-ci comprenait une Division de l'exécution du code de la route, constituée d'environ 60 agents en uniforme. La moitié de ces agents étaient affectés à des postes de pesées répartis dans la province; quatre agents travaillaient à plein temps à l'accréditation et à l'inspection des postes de vérification des véhicules à moteur; les autres avaient un véhicule et s'adonnaient à nombre de services y compris la patrouille routière de jour, la signification des documents dans le cadre de la suspension des permis de véhicule à moteur, la saisie de plaques d'immatriculation périmées, l'application des restrictions de poids pendant le jour, l'application des dispositions des permis des transports routiers, l'escorte sur nos routes des charges exceptionnelles, et diverses activités secondaires d'exécution des lois relevant du Secrétariat de la province.

L'ORATEUR reprend le fauteuil.

L'hon. M. LOGAN: Les agents qui n'étaient pas affectés à des postes de pesées étaient répartis de par la province, souvent par groupe de un ou deux. Étant donné qu'il n'y avait pas assez de personnel à chaque bureau pour offrir un service de 24 heures, sept jours par semaine, et que l'entente collective ne permettait pas une telle chose, tout le travail, à l'exception d'un peu de surtemps, se faisait du lundi au vendredi et ce

the exception of a limited amount of overtime, was performed Monday to Friday during daylight hours. In any law enforcement activity where the Highway Law Enforcement Division was the lead agency or the only one, the implications for ineffective enforcement were obvious.

In the fall of 1978 the Provincial Secretary's Department was dissolved and its responsibilities wer distributed to the most appropriate ministries. At this time, the officers of the Highway Law Enforcement Division who worked at fixed scale sites were transferred to the Department of Transportation. That department then became responsible for all enforcement activity at fixed scale sites in the province. A short time later those officers responsible for motor vehicle inspection stations were also transferred to that department. This left 25 uniformed and vehicle-equipped officers in approximately 14 locations throughout the province.

At the same time these developments were taking place, the Department of Justice was dealing with a number of diverse but related policing issues. One of these was, and is, the rapidly escalating cost of delivery of police services, especially provincial policing costs. Another was a perceived lack of highway enforcement and highway patrol visibility caused in part by pressure on police manpower from other areas, such as investigations of criminal offences. This was occurring at a time when the Department of Justice was attempting to hold the line on increases in police manpower because of costs. Further, there was an identified lack of coordinated enforcement activity taking place in such areas as commercial vehicle weight enforcement.

le jour. Partout où la Division de l'exécution du code de la route était le principal organisme ou le seul, les implications quant à une exécution inefficace étaient évidentes.

À l'automne de 1978, on a dissous le Secrétariat de la province et réparti ses responsabilités parmi les ministères les plus appropriés. On a transféré à ce moment-là au ministère des Transports les agents de la Division de l'exécution du code de la route qui s'occupaient des postes de pesées. Ce dernier est alors devenu responsable de l'exécution de toutes les lois en rapport avec les postes de pesées de la province. Un peu plus tard, les agents chargés des postes de vérification des véhicules à moteur ont aussi été transférés à ce ministère. Il est donc resté 25 agents en uniforme, avec véhicule, à environ 14 emplacements dans la province.

Pendant ce temps, le ministère de la Justice devait s'occuper d'un certain nombre de diverses questions connexes en ce qui a trait au maintien de l'ordre public. Il avait notamment et a encore à régler le problème de l'escalade rapide des coûts des services policiers, surtout ceux de la province. Un autre problème, c'était le manque apparent de patrouilles routières à cause des besoins à combler dans d'autres domaines, notamment les enquêtes sur les infractions criminelles. Pen[illegible] tout ce temps, le ministère [illegible] Justice essayait de ne pas augme[illegible] les effectifs policiers pour des [illegible]sons d'économie. On remarquait [illegible] un manque de coordination, par [illegible]ple dans la surveillance des [illegible]cules commerciaux soumis à des [illegible]trictions de poids.

Because this 25-man enforcement unit already existed, it represented a unique opportunity for the department to attempt to employ some innovative steps to solve and identify possible solutions to some of these matters. As a result, the Department of Justice assumed responsibility for the balance of the enforcement division.

A first step was to critically appraise the duties that were previously performed by the enforcement unit with a view to determining: (a) if that activity was necessary; (b) if it was effective, and (c) if it could be more effectively or efficiently performed by another approach. As a result of this examination, a number of new enforcement strategies were implemented with the cooperation of municipal police and the Royal Canadian Mounted Police, and an example of this is the service of documents of license suspension that was reassigned to local police agencies. This was not only more effective but actually facilitated enforcement by enhancing the quality of evidence produced in court in these matters. A further example was the escort of overwidth loads on highways. It was felt that the proper way to effect this was to have the affected local police agencies coordinate it, as they would be in the best position to anticipate traffic and potential hazardous situations in their own areas.

This type of coordinated approach had not been employed in the past. The result of the implementation of this approach and the tightening of restrictions on persons moving such loads has seen a marked increase in the safety of such moves and a reduction in the dislocation of regular traffic. As a result of this reassessment of the duties performed by the former law enforcement division,

Comme cette unité de 25 hommes existait déjà, le ministère se voyait offrir une occasion unique d'innover et d'imaginer des solutions à certaines de ces questions. En conséquence, le ministère de la Justice a pris en charge ce qui restait de la Division de l'exécution.

Il fallait d'abord soumettre à un examen critique les anciennes fonctions de l'unité d'exécution afin de voir: (a) si l'activité était nécessaire; (b) si elle était utile, et (c) s'il y avait moyen de faire mieux autrement. Cet examen a donné lieu à la mise en application d'un certain nombre de nouvelles stratégies en matière d'exécution avec la collaboration des polices municipales et de la Gendarmerie royale du Canada. C'est ainsi par exemple que la signification de documents relatifs à la suspension des permis a été confiée cette fois-ci aux services de police locaux. Cette mesure, en plus de se montrer plus efficace, a de fait facilité l'exécution de la loi car les preuves produites devant les tribunaux ont ainsi plus de force. Il y a aussi l'exemple des convois exceptionnels sur les routes. On a jugé bon d'en confier la coordination aux services de police locale qui seraient plus en mesure de prévoir les problèmes de circulation et les dangers dans leur propre région.

Cette coordination des efforts n'existait pas dans le passé. La nouvelle méthode employée et l'imposition d'exigences plus sévères sur les conducteurs de ces convois ont rendu ce genre de déplacements beaucoup moins dangereux et moins susceptibles de nuire à la circulation normale. Cette réévaluation des fonctions de l'ancienne Division d'exécution du code de la route a permis de conclure it was determined that they could be relocated into effective sized detachments without abandoning any necessary enforcement activity.

In view of the pressure on Royal Canadian Mounted Police manpower and its high cost, this group, when concentrated, could have a considerable impact, even with its limited size. It is already apparent that there has been a marked increase in police visibility and enforcement activity in areas where the Highway Patrol have been deployed. It could also provide an opportunity to evaluate a specialized highway law enforcement division which, it appears, could be deployed much more economically than present Royal Canadian Mounted Police manpower performing the same functions.

Mr. BRANCH: In other words, it's a cheaper police force.

Hon. Mr. LOGAN: Well, wait a minute. Just don't get too upset there.

Mr. BRANCH: It's a cheaper unit.

Hon. Mr. LOGAN: Mr. Speaker, the hon. gentleman, as usual, is being his sherquacious self. If he will only wait, I will come to that.

When this unit is fully deployed, operational and has demonstrated its effectiveness, it will provide the government with two options. Royal Canadian Mounted Police Highway Patrol manpower within the unit's areas might be redeployed to areas where the pressure on existing manpower is severe, and this would enhance Royal Canadian Mounted Police services without increasing the cost of Royal Canadian Mounted Police services.

Alternatively, Royal Canadian Mounted Police Highway Patrol manpower could be reduced on a one for

qu'il y avait moyen de les redéployer en détachements assez importants pour être efficaces sans pour autant abandonner des services policiers nécessaires.

Étant donné que la Gendarmerie royale du Canada est très occupée et coûte cher, ce petit groupe, une fois concentré, pourrait avoir un impact considérable malgré ses faibles effectifs. On constate déjà une présence policière plus visible et active là où se trouve la Patrouille routière. Un tel redéploiement pourrait aussi permettre de juger de l'utilité d'une division spécialisée dans l'exécution du code de la route laquelle, semble-t-il, coûterait moins cher que les membres de la Gendarmerie royale du Canada qui font présentement les mêmes fonctions.

M. BRANCH: Autrement dit, c'est une force policière moins dispendieuse.

L'hon. M. LOGAN: Attendez un peu. Ne vous énervez pas trop.

M. BRANCH: C'est une unité moins dispendieuse.

L'hon. M. LOGAN: Comme d'habitude, monsieur l'Orateur, l'honorable monsieur parle pour ne rien dire. Il pourrait attendre, car j'en parlerai plus tard.

Lorsque cette unité sera complètement déployée et active et qu'elle aura montré ce qu'elle peut faire, le gouvernement se trouvera devant deux options. Les effectifs de la Gendarmerie royale du Canada [illegible] se trouvent présentement affectés aux mêmes endroits pourraient être réaffectés là où la main-d'oeuvre [illegible] très débordée, ce qui rendrait [illegible] Gendarmerie royale du Canada [illegible] efficace sans pour autant en [illegible] menter les coûts.

D'autre part, on pourrait, [illegible] chaque membre de cette unité, réd[illegible] d'autant les effectifs de la Gen[illegible] one basis as a result of the deployment of the unit. This reduction would, of course, only affect Royal Canadian Mounted Police Highway Patrol manpower and not detachment strength. At its present strength, this one for one replacement would amount to a pure saving of approximately $650 000 per year to the taxpayers of this province.

The possible future cost implications are apparent when it is borne in mind that the present contract for Royal Canadian Mounted Police provincial police services expires March 31, 1981. The present contract requires that the province pay 56% of policing costs in the final year of the contract. In 1980-81 this amounts to $9 265 800 or approximately $26 000 per deployed Royal Canadian Mounted Police Officer, and that is only 56% of the actual cost to the taxpayers which is $46 960 per officer. In contrast, the actual cost in 1980-81 for each Highway Patrol officer deployed is $27 500.

All indications are that the federal government will be seeking to have the provinces pay a much larger percentage of costs in the new contract. At a cost split of 80/20, for example, the unit cost to the province of each Royal Canadian Mounted Police officer would be approximately $37 000 or $10 000 more per officer than the Highway Patrol. Part of the reason for this difference is, of course, the result of the broad and comprehensive training required by all Royal Canadian Mounted Police officers to perform all police functions. This is not required by a specialized unit employed in one principal area, such as highway law enforcement, where high standards may be achieved at much less cost.

merie royale du Canada qui sont affectés à la patrouille routière. Cette réduction ne toucherait évidemment que les membres de la G.R.C. qui font la patrouille routière et ne modifierait pas les effectifs du détachement. En se fondant sur les effectifs actuels, ce remplacement de un homme pour un homme entraînerait des économies simples de $650 000 par année au profit des contribuables de la province.

Pour voir ce que cela donne comme coûts, on doit se rappeler que le contrat actuel pour les services de la Gendarmerie royale du Canada dans la province prend fin le 31 mars 1981. Le contrat actuel oblige la province à payer 56% des frais de la police dans la dernière année du contrat. En 1980-1981, ce montant se chiffre à $9 265 800, soit environ $26 000 par agent déployé de la Gendarmerie royale du Canada. En outre, ce montant ne couvre que 56% des $46 960 que coûte en réalité aux contribuables chaque agent. En comparaison, chaque membre déployé de la Patrouille routière coûte $27 500 en 1980-1981.

Tout semble indiquer que le gouvernement fédéral demandera aux provinces de payer un pourcentage beaucoup plus élevé des frais dans le nouveau contrat. Si les frais sont répartis à 80/20, par exemple, la province devra payer environ $37 000 pour chaque agent de la Gendarmerie royale du Canada, soit $10 000 de plus que pour les agents de Patrouille routière. Cette différence s'ex-plique évidemment en partie par la formation plus poussée qu'il faut donner à tous les agents de la Gendarmerie royale du Canada afin qu'ils puissent remplir toutes les fonctions policières. Ce n'est pas nécessaire dans le cas d'une unité spécialisée et chargée d'un secteur principal comme l'application du code de la route, où elle peut faire un excellent travail à beaucoup moins de frais.

The Highway Law Enforcement division has been relocated into four detachments over the past six months. These are located in Fredericton, Woodstock, Perth-Andover and Edmundston. By April 1 all detachments will be at their full complement of six officers, and these officers will be operating on a 24-hour, seven day per week basis. The number of vehicles deployed has been reduced from 25 to 17, providing three marked emergency equipped police vehicles and one unmarked vehicle per detachment. All vehicles are equipped with radar and each detachment is equipped with a breathalyzer machine. A new communications system is being installed to provide the latest in police communications capability.

As I have mentioned, the unit has been renamed the New Brunswick Highway Patrol and all members have been renamed Highway Patrol officers. A new chief of Highway Patrol assumed his duties effective February 1, upon the retirement of the former director. Of the present members of the unit, approximately 75% are former police officers from various forces; the others have acquired extensive experience within the unit itself. In the past six months all the officers have graduated from a general police sciences course specially designed for highway law enforcement activity at the Atlantic Police Academy. All officers are qualified radar operators and six are qualified breathalyzer technicians.

All the officers in the unit are presently in the process of taking firearms training under the auspices of the Saint John Police Department. This training will be supplemented by training at the Atlantic Police

La Direction d'exécution du code de la route a, au cours des six derniers mois, été répartie en quatre détachements situés à Fredericton, Woodstock, Perth-Andover et Edmundston. Au 1^er^ avril, ces détachements auront tous des effectifs complets de six agents chacun qui assureront un service de 24 heures par jour et de sept jours par semaine. Nous avons réduit de 25 à 17 le nombre de véhicules utilisés, soit trois voitures identifiées et équipées pour les cas d'urgence et une voiture non identifiée par détachement. Toutes les voitures possèdent un radar et chaque détachement a un alcootest. Nous installons un nouveau système de communication policière afin d'offrir aux agents ce qu'il y a de mieux dans ce domaine.

Comme je disais, l'unité porte maintenant le nom de Patrouille routière du Nouveau-Brunswick et tous ses membres ont pour titre celui d'agents de la Patrouille routière. Cette patrouille a un nouveau chef qui est entré en fonctions le 1^er^ février à la retraite de l'ancien directeur. Environ 75% des membres actuels de l'unité occupaient auparavant des fonctions policières et les autres ont acquis une vaste expérience au sein de l'unité même. Au cours des six derniers mois, tous les agents ont obtenu de l'École de police de l'Atlantique un diplôme en sciences policières avec spécialisation en exécution du code de la route. Les agents s'y connaissent tous dans l'emploi du radar et six d'entre eux sont des techniciens qualifiés dans l'usage de l'alcootest.

Les agents de l'unité suivent tous présentement des cours sur l'usage des armes à feu organisés par le service de police de Saint-Jean, cours qu'ils complèteront à l'École de police de l'Atlantique et aussi en

Academy and in-service training. Upon completion of this training, all officers will be equipped with sidearms. Once they are so equipped, all officers will be required to complete ongoing testing and training, at least annually, in accordance with normal policing requirements and will be subject to stringent policy with regard to the carrying and use of firearms.

It is necessary to take this step for a number of reasons, including an appreciation of the situation and climate within which police officers must operate and provision for their own safety. It is an unfortunate reality that in this day and age it is unthinkable to deploy police officers without arming them.

Mr. Speaker, I would just digress to bring to the hon. gentlemen's attention the fact that an RCMP officer was shot three times the day before yesterday in Edmonton while doing a highway patrol function.

The objective of the New Brunswick Highway Patrol is to provide a specialized law enforcement unit to police provincial highways. This encompasses the enforcement of all provincial laws relating to the use of highways and criminal code driving offences. In addition, it will enforce provisions of the Liquor Control Act, the Narcotic Control Act and the Food and Drugs Act on provincial highways.

All members of the Highway Patrol are "Police Officers", and I quote that, and as such they have the same powers, rights and authority as other police officers such as members of the Royal Canadian Mounted Police. In the case of the Highway Patrol, its principal function is to carry out law enforcement activity on

cours d'emploi. Lorsqu'ils auront terminé ces cours, les agents porteront tous une arme individuelle. Les agents armés devront, au moins une fois par année, subir les tests et suivre les cours normalement exigés des policiers. Ils devront aussi se conformer aux normes sévères relatives au port et à l'usage des armes à feu.

Cette mesure s'impose pour diverses raisons. Il faut notamment comprendre les circonstances dans lesquelles les agents de police doivent travailler et voir à leur sécurité. La triste réalité, c'est qu'il ne peut être question de nos jours de déployer des agents de police sans les armer.

Monsieur l'Orateur, j'aimerais juste m'écarter du sujet pour signaler au député qu'avant-hier à Edmonton on a tiré à trois reprises sur un agent de la GRC pendant qu'il effectuait une patrouille routière.

La Patrouille routière du Nouveau-Brunswick est une unité chargée de faire respecter la loi et maintenir l'ordre sur les routes provinciales. Elle vise à faire respecter toutes les lois provinciales relatives à l'utilisation des routes et aux infractions à la conduite automobile relevant du Code criminel. De plus, elle verra à faire respecter sur les routes provinciales les dispositions de la Loi sur la réglementation des alcools, de la Loi sur les stupéfiants et de la Loi des aliments et drogues.

Tous les membres de la Patrouille routière sont, soit dit entre guillemets, des "agents de police", et ils ont donc les mêmes responsabilités, les mêmes droits et pouvoirs que les autres agents de police, comme ceux de la Gendarmerie royale du Canada. Dans le cas de la Patrouille routière, sa principale

provincial highways as it relates to use of those highways. We recognize that in the course of performing their duties they will be confronted with situations that fall outside this role. For example, if a robbery takes place on the highway being patrolled by the Highway Patrol, it is clearly the responsibility of the Royal Canadian Mounted Police. The Highway Patrol might respond in the first instance but only to assist until the RCMP took charge. All Criminal Code offences with the exception of driving offences will be the responsibility of the Royal Canadian Mounted Police or municipal police forces, as the case may be.

The Highway Patrol, with its present complement, will initially be responsible for the Trans-Canada Highway, Route 2, from the Quebec border to Jemseg. Within a few months I am hopeful the Highway Patrol will be in a position to cover its assigned area which adds the tributary highways of Route 2 from the Quebec border to Jemseg.

All enforcement activity by the Highway Patrol is being coordinated with the Royal Canadian Mounted Police in order to avoid overlap or duplication of enforcement. Communications, patrol areas and enforcement procedures are being coordinated. Activity is also being coordinated with the local municipal police forces within the regions in which the Highway Patrol will be operating. The steps necessary to coordinate activity with the Royal Canadian Mounted Police and the municipal police forces in Edmundston, St. Leonard, Grand Falls, Hartland, Woodstock, Nackawic and Fredericton

fonction vise à faire respecter la loi et à maintenir l'ordre sur les routes provinciales pour ce qui touche à l'utilisation de ces routes. Nous reconnaissons que dans l'exécution de ses fonctions elle sera confrontée à des situations qui sont en dehors de ses attributions. Par exemple, si un vol se produit sur la route où la Patrouille routière exerce une surveillance, il est clair que cela relève de la Gendarmerie royale du Canada. La Patrouille routière pourrait intervenir immédiatement mais seulement pour prêter main forte en attendant que la GRC prenne la relève. Toutes les infractions au Code criminel sauf les infractions à la conduite automobile relèveront de la Gendarmerie royale du Canada ou des forces de l'ordre municipales, selon le cas.

La Patrouille routière et ses effectifs actuels sera d'abord chargée de surveiller la Transcanadienne, la route 2, à partir de la frontière du Québec jusqu'à Jemseg. J'espère que d'ici quelques mois elle sera en mesure de surveiller le secteur qui lui a été assigné, et qui comprend les routes secondaires rejoignant la route 2 à partir de la frontière du Québec jusqu'à Jemseg.

Toutes les activités de la Patrouille routière ayant trait à la surveillance des routes sont coordonnées avec la Gendarmerie royale du Canada, ceci afin d'éviter les chevauchements et les doubles emplois dans le service. On coordonne les activités liées aux communications, aux secteurs de surveillance et aux procédures de contrôle. Il y a aussi coordination avec les polices municipales dans les régions sous le contrôle de la Patrouille routière. Les mesures nécessaires pour coordonner les activités avec la Gendarmerie royale du Canada et les forces de l'ordre municipales d'Edmundston,

are well advanced and will be complete by April 1. The cooperation between the Highway Patrol, Royal Canadian Mounted Police and all of these municipal police departments has been excellent.

The Highway Patrol will officially assume its role on May 1, 1980.

Mr. McKAY: Are they going to have guns, Rod?

Hon. Mr. LOGAN: I just told you they are going to be issued with sidearms. Did you not hear me?

Mr. BRANCH: Machine guns too?

Hon. Mr. LOGAN: Flamethrowers.

Hon. Mr. HATFIELD: Order.

Hon. Mr. LOGAN: Probably, Mr. Speaker. The hon. gentleman asked me the question. I say probably, I don't know.

In the interim, patrol activity will take place in conjunction with further training and equipping. On May 1, all highway enforcement duties will be assumed with the exception of accident investigation. A target date for the takeover of accident investigations within the unit's jurisdiction has been set for September 1, 1980 and will be dependent on training to take place within the intervening period.

I recognize that one of the reasons the Royal Canadian Mounted Police are so highly respected is that they do not engage in party politics. It is my intention to ensure that the Highway Patrol warrants the same respect. Hiring procedures, operational policies and enforcement activity will all reflect this. High individual standards for the members will be maintained in

Saint-Léonard, Grand-Sault, Hartland, Woodstock, Nackawic et Fredericton progressent bien et elles seront mises définitivement au point d'ici le 1^er^ avril. La coopération entre la Patrouille routière, la Gendarmerie royale du Canada et toutes les sections de la police municipale a donné d'excellents résultats.

La Patrouille routière assumera officiellement ses responsabilités le 1^er^ mai 1980.

M. McKAY: Portera-t-elle des armes, Rod?

L'hon. M. LOGAN: Je viens de vous dire qu'on lui donnera des armes individuelles. Ne m'avez-vous pas entendu?

M. BRANCH: Des mitrailleuses aussi?

L'hon. M. LOGAN: Des lances-flammes.

L'hon. M. HATFIELD: Règlement.

L'hon. M. LOGAN: Probablement, monsieur l'Orateur. Le monsieur m'a posé la question. Je lui réponds probablement; je ne sais pas.

En attendant, elle fera sont travail tout en se formant et en s'équipant davantage. Le 1^er^ mai, elle assumera toutes les fonctions liées à l'exécution du code de la route à l'exception des enquêtes sur les accidents. Elle devrait prendre en main les enquêtes sur les accidents le 1^er^ septembre 1980; la date dépendra du programme de formation qui aura lieu durant la période de transition.

Je reconnais que l'on respecte tant la Gendarmerie royale du Canada notamment parce qu'elle ne fait pas de politique de parti. Je me propose de voir à ce que la Patrouille routière mérite le même respect, ce par les formalités d'embauche, les politiques opérationnelles et les activités de surveillance. Conformément à l'esprit de la Loi sur la police, on maintiendra parmi les membres de

accordance with the spirit of the New Brunswick Police Act and generally accepted levels of police training and experience. In excess of 200 applications and inquiries were received, many from serving police officers, in response to a recent advertisement to fill five vacant positions in the Highway Patrol. This will ensure that a very high standard for members will be set and maintained.

In conjunction with the deployment of the four Highway Patrol detachments, a comprehensive enforcement strategy has been worked out to enforce commercial vehicle weight restrictions, motor carrier licensing and other laws regulating commercial vehicle traffic. This strategy involves the Royal Canadian Mounted Police, municipal police forces and the New Brunswick Highway Patrol. It is anticipated that this program will greatly enhance enforcement of these provisions and thereby decrease substantially the damage to provincial highways and also reduce infractions of the Motor Vehicle Act and the Motor Carrier Act licensing provisions by commercial vehicles. These two results should combine to enhance the safety of the travelling public which, of course, is the ultimate goal of any highway enforcement program. We intend to pay much closer attention to such problems as dangerously loaded pulp and gravel trucks and other dangers apparent to the motoring public.

With regard to weight enforcement, the Highway Patrol will assume the role of lead enforcement agency

hauts niveaux d'excellence ainsi que les niveaux de formation et d'expérience policière généralement acceptés. Suite à l'annonce parue récemment pour pourvoir à cinq vacances à la Patrouille routière, on a reçu plus de 200 demandes d'emploi et de renseignements, dont bon nombre provenant d'officiers de police en exercice. Ces nombreuses demandes permettront de fixer et de maintenir un degré d'excellence très élevé parmi les membres.

En conjonction avec le déploiement de quatre détachements de la Patrouille routière, on a mis au point une stratégie complète de surveillance pour faire respecter les dispositions des lois visant les restrictions de poids des véhicules à moteur, la délivrance des permis aux transporteurs routiers et d'autres lois réglementant la circulation des véhicules commerciaux. Cette stratégie comporte la participation de la Gendarmerie royale du Canada, des forces de l'ordre municipales et de la Patrouille routière du Nouveau-Brunswick. On prévoit que ce programme permettra de faire respecter beaucoup mieux ces dispositions, ce qui diminuera beaucoup les dommages causés aux routes provinciales et le nombre d'infractions à la Loi sur les véhicules à moteur et à la Loi sur les transports routiers ayant trait aux véhicules commerciaux. Il devrait en résulter une plus grande sécurité sur les routes, ce qui est, bien sûr, le but ultime de tout programme d'exécution du code de la route. Nous nous proposons de nous pencher plus attentivement sur des problèmes tels que des camions dangereusement chargés de pâte et de graviers et autres dangers auxquels sont manifestement exposés les automobilistes.

Quant à l'application des restrictions de poids, la Patrouille routière jouera le rôle d'une agence in that area of the province comprised of Department of Transportation districts 5, 6, 7, 10 and 11, basically being the western portion of the province. The Royal Canadian Mounted Police will assume the lead agency role in other districts. This enforcement activity is being enhanced by involving municipal police in weight enforcement activity and the deployment of a specialized enforcement group in the Department of Transportation using existing manpower to augment enforcement during the spring weight restriction period.

The Department of Justice intends to quickly appraise the operation of the Highway Patrol and the various enforcement strategies that have been designed in conjunction with its deployment after they have been in operation for a period of not more than 12 months to determine their enforcement and economic impact. Any further developments in this regard will be influenced by these appraisals as well as other external factors taking place over the same time period, such as the costs of Royal Canadian Mounted Police services. During the appraisal period the Highway Patrol will be augmenting existing Royal Canadian Mounted Police coverage. It is only when they have demonstrated their competence and effectiveness that replacement of Royal Canadian Mounted Police Highway Patrol responsibilities will take place. Until that time the overall responsibility for the assigned areas remains that of the Royal Canadian Mounted Police coordinated with the New Brunswick Highway Patrol.

There is not at the present time, nor has there ever been, any intention to create a provincial police force to replace the Royal Canadian Mounted Police. This could only become a possibility if a major change occurred in the federal government's

de contrôle de premier plan dans la région de la province relevant du ministère des Transports, à savoir les districts 5, 6, 7, 10 et 11, situés à l'Ouest de la province. La Gendarmerie royale du Canada jouera également ce rôle dans d'autres districts. À ces activités de contrôle viennent s'ajouter celles de la police municipale et celles d'un groupe spécialisé du ministère des Transports utilisant ses effectifs actuels pour renforcer la surveillance durant la période de printemps où sont appliquées les restrictions de poids.

Le ministère de la Justice se propose d'évaluer rapidement les activités de la Patrouille routière et ses différentes stratégies de surveillance après une période de 12 mois au plus pour déterminer leur efficacité et leurs coûts. On fera les changements voulus en tenant compte aussi de facteurs externes, comme une comparaison avec le coût des services de la Gendarmerie royale du Canada. Au cours de la période d'évaluation, des membres de la Patrouille routière iront augmenter les effectifs actuels de la Gendarmerie royale du Canada. Ce n'est que lorsqu'elle aura fait valoir sa compétence et son efficacité que la Patrouille routière prendra en main les responsabilités routières de la Gendarmerie royale du Canada. En attendant, l'ensemble des activités liées aux secteurs assignés incombe toujours à la Gendarmerie royale du Canada, en collaboration avec la Patrouille routière du Nouveau-Brunswick.

On ne se propose pas et ne s'est jamais proposé de constituer une force policière provinciale pour remplacer la Gendarmerie royale du Canada. Ceci ne pourrait avoir lieu que si un changement majeur survenait dans la politique du gouvernement

policy affecting the role, or costs to the province, of the Royal Canadian Mounted Police. This, however, does not imply that the Department of Justice is not prepared to look at innovative solutions to present policing problems, both operational and economic, with a view to providing the best possible police service at the most economical cost to the citizens of New Brunswick in the future.

Mr. Speaker, as important as highway law enforcement and the issues raised about the Highway Patrol may be, I do not lose sight of other issues important to the residents of our province. To many, the problems on our highways are important, but other matters such as the increasing incidence of violent crime, robberies of small stores in our communities and the use of drugs are more important. Drug trafficking and use in our schools, shopping malls and drinking establishments is widespread and apparent to the most casual observer. Drug abuse, whether it be marijuana, chemical drugs like speed and angel dust, or cocaine is a matter of deep concern to me. Every parent of school age children and of children in university must and should be concerned about the drug problem their children are exposed to every day in their schools. This concern led me to introduce the Petty Trespass Act last year which allows great powers in barring drug peddlars from school and shopping mall property. Since the Petty Trespass Act was proclaimed in early September last year we have made an effort to acquaint school teachers and administrators with its provisions and have received a number of favourable reports that it is helping to deal with the problem when it is used.

fédéral sur le rôle de la GRC ou sur ce qu'elle coûte à la province. Toutefois, ceci ne signifie pas que le ministère de la Justice n'est pas prêt à innover pour solutionner les problèmes actuels, économiques et opérationnels, en matière de surveillance policière, en vue de fournir à la population du Nouveau-Brunswick le meilleur service de police possible et le plus rentable qui soit.

Monsieur l'Orateur, si importantes que puissent être les questions relatives à l'exécution du code de la route et à la Patrouille routière, je n'oublie pas qu'il y a d'autres questions importantes aux yeux des résidents de la province. De l'avis de beaucoup, les problèmes que posent les routes sont importants, mais d'autres questions telles que le nombre croissant d'actes criminels, les vols dans les petits magasins locaux et l'usage de drogues sont plus importantes. Le trafic de la drogue et son utilisation dans les écoles, les centres commerciaux et les débits de boissons sont très répandus comme peut s'en rendre compte l'observateur le moins averti. L'abus des drogues, que ce soit la marijuana ou des substances chimiques telles que les amphétamines, la poussière des anges ou même la cocaïne est une question qui me préoccupe au plus haut point. Tous les parents dont les enfants fréquentent l'école ou l'université doivent et devraient se préoccuper du problème auquel leurs enfants se trouvent tous les jours exposés dans les écoles, à savoir le problème de la drogue. Ce problème m'a conduit à présenter l'année dernière la Loi sur les violations mineures du droit de propriété, laquelle loi confère de vastes pouvoirs en vue d'interdire aux revendeurs de drogue l'accès aux écoles et aux centres commerciaux. Depuis [illegible]

I have also made a considerable effort to resolve the problem of the jurisdictional dispute between the federal and provincial governments over who is responsible for drug enforcement and prosecutions. I believe drug trafficking is indistinguishable from any other forms of criminal activity in our communities; in fact, it causes a great deal of other forms of crime, from murder down to theft. At this very moment the Minister of Justice in Ottawa has in his possession a proposal including a New Brunswick draft agreement to resolve the jurisdictional problems in drug law enforcement. The essence of the matter is to avoid theoretical constitutional arguments and to create a more effective and coordinated system of enforcement.

The growing challenges to effective policing were recognized by the Department of Justice a number of years ago and were addressed by my colleague John Baxter, Q.C., and steps were taken to come to grips with the fundamental problem of quality in policing. Two steps are notable in this regard: the first was the enactment of the Police Act in 1977 establishing the New Brunswick Police Commission; the second step was the establishment within the Department of Justice of a Director of Policing Services in 1973.

The responsibilities of this branch of the department include:

promulgation de cette loi au début de septembre de l'année dernière, nous nous sommes efforcés de familiariser les enseignants et les administrateurs avec les dispositions de la loi et nous avons reçu un certain nombre de rapports favorables affirmant que ça aide beaucoup à solutionner le problème quand on a recours à cette mesure.

J'ai également fait bien des efforts pour résoudre le conflit de responsabilité entre les gouvernements fédéral et provincial, de l'application de la loi sur les stupéfiants et des poursuites. Je ne crois pas que le traffic des stupéfiants soit différent des autres formes d'activité criminelle dans nos localités; de fait, cela entraîne beaucoup d'autres formes de crime, depuis le meurtre jusqu'au vol. Le ministre de la Justice à Ottawa a actuellement en main une proposition incluant un projet d'entente avec le Nouveau-Brunswick pour résoudre le conflit de responsabilité dans l'application de la loi sur les stupéfiants. L'idée est d'éviter des discussions constitutionnelles théoriques et de mettre sur pied un système plus efficace et coordonné de mise en application de la loi.

Le besoin grandissant d'une politique efficace est reconnu par le ministère de la Justice depuis bien des années et a été souligné par mon collègue, John Baxter, c.r. Des mesures ont été prises pour s'attaquer au problème fondamental qui portait sur la qualité des services de police. Deux mesures sont notables à cet égard: la première était l'adoption de la Loi sur la police en 1977 créant la Commission de police du Nouveau-Brunswick; la deuxième était la création en 1973 au sein du ministère de la Justice du poste de directeur des services de police.

Cette Direction:

1. The negotiation of the provincial RCMP contract and the administration of that contract;

2. Liaison with all municipal police departments;

3. The coordination of police training including courses at the Canadian Police College in Ottawa, the Atlantic Police Academy in Charlottetown and short specialized policing courses at various locations inside this province;

4. Policy and administration of the gun control provisions of the Criminal Code;

5. Supervision of the private policing sphere, which means private investigators and security guards;

6. Enforcement of the provisions of the Liquor Control Act and Salvage Dealers Licensing Act, and

7. The administration of the Highway Patrol.

The responsibilities of the Policing Services Branch of the department have grown considerably since 1973 and it plays a key role in our efforts to foster and encourage an effective policing response to criminal activity. The work of the Police Commission is worth noting as it begins to show real effort and impact on coordination of the activities of police agencies in the province.

Mr. Speaker, I'm sorry, I don't feel well. I am unable to continue.

Mr. GRAHAM: Mr. Speaker, on a point of clarification, we don't have another speaker, so if you want to adjourn the debate - - -

Hon. Mr. HATFIELD moved adjournment of the debate.

Hon. Mr. HATFIELD moved that the House adjourn.

The House adjourned at 9.45 p.m.

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1. Négocie le contrat provincial de la GRC et administre ce contrat;

2. Maintient les contacts avec tous les corps de police municipaux;

3. Coordonne la formation des agents de police, notamment les cours au Collège canadien de police à Ottawa, à l'École des agents de police de l'Atlantique à Charlottetown et les brefs cours spécialisés de police à divers endroits dans la province;

4. Applique et administre les clauses du Code criminel sur le contrôle des armes à feu;

5. Contrôle les agents de police privée, soit les détectives privés et les agents de sécurité;

6. Applique les dispositions de la Loi sur la réglementation des alcools et de la Loi sur les licences de brocanteurs, et

7. Administre la patrouille routière.

Les responsabilités de la Direction des services de police du ministère se sont accrues considérablement depuis 1973. Celle-ci joue un rôle-clef dans nos efforts pour favoriser et encourager une action policière efficace contre le crime. Le travail de la Commission de police mérite d'être noté car celle-ci commence vraiment à bien coordonner les activités des corps de police dans la province.

Monsieur l'Orateur, je suis désolé, je ne me sens pas bien. Je ne peux pas continuer.

M. GRAHAM: Monsieur l'Orateur, j'aimerais préciser qu'il n'y a pas d'autre orateur, aussi pourrions-nous ajourner le débat...

M. HATFIELD propose l'ajournement du débat.

M. HATFIELD propose l'ajournement.

La séance est levée à 21 h 45.

POOR

QUALITY

ORIGINAL